

J4G

3776

HOUSING ELEMENT
OF THE GENERAL PLAN

City of Carlsbad

RECEIVED

SEP 11 1972

WILLIAM SPANGLE & ASSOCIATES
City and Regional Planners

877C

HOUSING ELEMENT CITIZEN'S COMMITTEE

W. Allan Kelly, Chairman

Larry Black

Rev. Gordon Baker

Juan Solis

Jacqueline Wrench

TECHNICAL STAFF

Elton J. Olinghouse, Planning Director

Robert A. Johnston, Asst. City Planner

Edmund Dominguez, Planning Aide II

William C. Smith, Planning Aide II

Nancy Jo Leander, Planning Secretary

TABLE OF CONTENTS

	Page
CONCEPTUAL FRAMEWORK	
PURPOSE	1
INTEGRITY OF PLAN	1
STUDY PROBLEM	2
PLAN PREPARATION	2
INTRODUCTION	
OVERVIEW	4
METHODOLOGY	4
SUMMARY OF FINDINGS	6
Inner City Problems	7
Outer City Problems	8
Conclusion	8
GOALS	9
GROWTH PATTERNS AND TRENDS	
URBAN EXPANSION AND AREA COMPARISONS	10
Physical Patterns	10
Population Patterns	10
Area Comparison	14
HOUSING UNIT TRENDS	21
LAND USE AND RESIDENTIAL DEVELOPMENT POTENTIAL	25
Developed Resident Land	25
Zoned Residential Land	25
Dwelling Unit Potential	25

TABLE OF CONTENTS

1	Introduction
2	1.1 Background
3	1.2 Objectives
4	1.3 Scope
5	1.4 Organization of the Report
6	2. Literature Review
7	2.1 Previous Work
8	2.2 Current Trends
9	2.3 Gaps in the Literature
10	3. Methodology
11	3.1 Research Design
12	3.2 Data Collection
13	3.3 Data Analysis
14	3.4 Validation
15	4. Results
16	4.1 Descriptive Statistics
17	4.2 Inferential Statistics
18	4.3 Discussion of Findings
19	5. Conclusion
20	5.1 Summary of Findings
21	5.2 Implications
22	5.3 Limitations
23	5.4 Future Research
24	References
25	Appendix A
26	Appendix B
27	Appendix C
28	Appendix D
29	Appendix E
30	Appendix F
31	Appendix G
32	Appendix H
33	Appendix I
34	Appendix J
35	Appendix K
36	Appendix L
37	Appendix M
38	Appendix N
39	Appendix O
40	Appendix P
41	Appendix Q
42	Appendix R
43	Appendix S
44	Appendix T
45	Appendix U
46	Appendix V
47	Appendix W
48	Appendix X
49	Appendix Y
50	Appendix Z

Table of Contents (Continued)

Page

HOUSING PROBLEM AREAS

ENVIRONMENT DEFICIENCIES	30
QUALITATIVE HOUSING DEFICIENCIES	30
QUANTITATIVE HOUSING DEFICIENCIES	34
SOCIO-ECONOMIC STRUCTURE	35

HOUSING NEEDS AND PROGRAMS

PRIORITIES	39
RECOMMENDATIONS	40
PROGRAMS	41
Code Enforcement and Rehabilitation	41
Neighborhood Development Program	42

APPENDICES

1967

THE UNIVERSITY OF CHICAGO

1968

THE UNIVERSITY OF CHICAGO

1969

THE UNIVERSITY OF CHICAGO

1970

THE UNIVERSITY OF CHICAGO

1971

THE UNIVERSITY OF CHICAGO

THE UNIVERSITY OF CHICAGO

1972

THE UNIVERSITY OF CHICAGO

1973

THE UNIVERSITY OF CHICAGO

1974

THE UNIVERSITY OF CHICAGO

1975

THE UNIVERSITY OF CHICAGO

1976

THE UNIVERSITY OF CHICAGO

THE UNIVERSITY OF CHICAGO

LIST OF ILLUSTRATIONS

Figure		Page
1	CENTERS OF POPULATION 1939-1969	11
2	HORIZONTAL PROFILE OF POPULATION DENSITY	12
3	POPULATION PER NET ACRE BY AREAS OF THE CITY	13
4	POPULATION INCREASE	15
5	AREA INCOME TRENDS	16
6	AREA RENTAL TRENDS	17
7	INCOME RENT TRENDS	18
8	AREA EDUCATIONAL TRENDS	19
9	AREA RECREATIONAL TRENDS	20
10	HOUSING UNIT TRENDS	22
11	AREA OWNER AND RENTAL TRENDS	23
12	HOUSING UNIT DENSITY	24
13	EXISTING LAND USE	26
14	RESIDENTIAL DEVELOPMENT POTENTIAL	27
15	NUMBER OF HOUSING UNITS	28
16	HOUSING TYPES	29
17	HOUSING PROBLEM AREA NO. 1	31
18	HOUSING PROBLEM AREA NO. 2	32
19	COMPARATIVE ECONOMIC STATISTICS FOR STATISTICAL UNIT 5 AND TOTAL CITY	38
20	CENTRAL CITY REVITALIZATION PROJECT AREAS	44
21	COMPARISON OF LAND AND IMPROVEMENT ASSESSED VALUATIONS	Appendix A
22	CENTRAL CITY ZONING MAP	Appendix B
23	CITY OF CARLSBAD TRANSPORTATION SYSTEM	Appendix C

CONCEPTUAL FRAMEWORK

PURPOSE

The purpose of the Housing Element is to determine housing needs for the entire populous of Carlsbad, present and future, and provide the necessary programs which will resolve identified problems. The "element" will be presented in the form of a workable plan, one which expresses an active implementation program to solve housing and associated problems. It is imperative to a workable plan that solutions not only consider symptoms of problems, such as substandard housing and lack of adequate housing, but also, causes -- involuntary segregation of ethnic group minorities and educational-vocational training deficiencies. These causal factors would be responsible, in most instances, for unemployment, inadequate family incomes, and the inability to gain adequate housing. Therefore, this element must determine the full extent of any given problem and the rudimentary implications, basic to most problems. By solving a problem, such as unavailable adequate housing, the plan must interpret the source of the problem and present a means for rectifying it.

A plan is meaningless if it only describes or deals with immediacy. A plan must design a direction of specific action and continuous action in order to combat and suppress causal factors and problems, and to prevent the possibility of recurrence.

INTEGRITY OF PLAN

The Housing Element, like other elements of the General Plan,

must reflect the goals of the people in the community. It must uphold and promote the Constitution of the United States. The Housing Element, therefore, will consist of a document designed on ethics, equal opportunity, justice, and equality. The plan must consider the needs and problems of everyone on an equal basis.

STUDY PROBLEM

Policy formulation (study problem) entails a comprehensive review of findings; an appraisal of alternative policy concepts; a determination of the most effective policy.

PLAN PREPARATION

A functional program formulated by the adopted policy to prepare a housing plan for all social and economic segments of the population, to consist of:

- (1) A statistical analysis regarding the nature of housing types, quality of housing, quantity of housing, as related to the economic ability of all segments of the community's population; a supportive study on income status by statistical area, in conjunction with an analysis of the costs of available and occupied housing types.
- (2) Area evaluation and examination to determine area environmental deficiencies - an analysis of public facilities, including street conditions, schools, sewers, water, drainage, natural gas, parks and playgrounds, and certain neighborhood services to include distance to shopping areas, availability of shopping and/or service facilities; an evaluation of distance and location of employment from

housing areas, to include an observation of the lack of and/or inaccessibility of employment.

- (3) A study of types of vocational or educational programs designed to prepare individuals for employment; a program to implement types of desirable employment.
- (4) A study of the mobility of the community, to include types of transportation uses and availability, with a program to either accommodate desirable transportation needs or to improve existing, public transport, or exploring other solutions to increase mobility.
- (5) A human relations program designed to initiate awareness in human understanding of all segments of the population and to activate people in cultural, educational and civic affairs.
- (6) Any feasible program designed to avail people of adequate housing and facilities.

The great depths of these studies and programs will necessitate further exploration of housing problems and continual plan development.

INTRODUCTION

OVERVIEW

A new requirement of the 1968 Housing and Urban Development Act is that work undertaken in connection with the Comprehensive Planning Assistance Program (Section 701) shall include a housing element. Specifically, the Act stipulates:

"Planning carried out with assistance under this section shall also include a housing element as part of the preparation of comprehensive land use plans, and this consideration of the housing needs and land use requirements for housing in each comprehensive plan shall take into account all available evidence of the assumptions and statistical basis upon which the projection of zoning, community facilities, and population growth is based, so that the housing needs of both the region and the local communities studied in the planning will be adequately covered in terms of existing and prospective immigrant population growth."

The intent of this requirement is to focus the skills of all planning agencies receiving 701 assistance on the problem of providing decent living conditions for every American.

The emphasis of the housing element must be directed toward alleviating the housing problems of those who have not been fully served by existing endeavors -- the person of low income, and minority groups. To achieve the objectives of the housing element will require a renewed effort to coordinate plans with tools and techniques of implementation.

METHODOLOGY

In preparing the Housing Element for the City of Carlsbad, the analysis was based mainly on the information provided by the City's Special Census conducted in April 1969. The comparative statistics were derived from the analysis provided to the City by the research compilations from Daniel, Mann, Johnson & Mendenhall,

who were contracted to prepare the 1966 General Plan.

Land use, structural types and zoning information were attained through the land use inventory filing system available in the Planning Department of the City.

Such items as educational achievement, occupation, rent-ownership, income, recreation, transportation, shopping trends, and work locations were derived directly from the "special question" portion of the census.

The tract summaries and statistical units of the Special Census provided the information determining household densities, age distribution, and a combination of the land use inventory and census were used to determine the population per net acre.

Various methods were used to provide the information necessary for the absentee ownerships, housing standards, minority concentration, land value/improvement value ratios and mean rent/mean wage comparison studies.

The Tax Assessor's rolls, in conjunction with census tract information, was used to determine absentee owners. Owners that lived in the immediate area were not included. An inter-departmental approach was used to conduct the housing standards study. Collaboration with the City Building Department and an intensive field study, photography, and spot checks were employed to compile information on this study.

Inter-agency collaboration was also invaluable in providing necessary information. These agencies included the Department of Housing and Urban Development and the Department of Health, Education and Welfare of the U.S. Government, the San Diego County Health

Department and Welfare Department, and the Carlsbad Elementary School District. Various citizen organizations were also invaluable in completing this study.

Minority concentration figures were primarily derived from the census by observation. The Planning Department reconfirmed these findings, utilizing a surname study in the concentration areas.

Ratios of land value as opposed to land improvement value, were determined through a study using the Tax Assessor's rolls and selecting random samples from various locations throughout the City and making comparative computations.

Mean rent/mean wage ratio charts were compiled by using information gathered from analysis of the "special questions" provided in the census. This information was then compared to the information provided by the 1960 Federal Census.

The other aspects of the study were conducted through comparative analysis of all census information and, through coordinated efforts of the Housing Committee, the groups mentioned above, and information gathered from other city and county planning staffs.

SUMMARY OF FINDINGS

Generally, the current and future housing problems of Carlsbad can be considered by two areas. First, those housing units existing within the developed urban area and suffering from functional obsolescence, that require remedial action; and, second, the potential developable land, within and outside the City and plagued by sprawling trends, that require preventive action. In each case, a different problem approach is necessary. The remedial-type action considers social and economic demands; while, the preventive-type action

involves a more physical approach, namely, an effective land use policy.

These apparent trends are indicative of inner city decline and outer city expansion. Rent-income ratios, assessed valuation of land and improvement ratios, and housing units development rates of increase, all support the above conclusion. In every case, the inner city indexes (ratios and growth rates) are unbalanced and the outer city indexes are over-balanced. This means that the cost of rent is increasing at a greater rate than supportive incomes; that land costs are increasing in assessed valuation at a greater rate than improvement assessed valuation; and that housing unit growth rates are decreasing in the inner city. Just the opposite is occurring in the outer areas. (See Appendix A)

Inner City Problems

An ever-increasing portion of the City's housing stock is qualitatively deficient, because of age, lack of maintenance, initial substandardness (not complying with building codes when constructed), and functional obsolescence. These areas are usually characterized by a high percentage of transiency and absentee ownership, which exhibits a significant lower level of property maintenance. These problems, compounded by prevailing tax laws and policies at all levels of government, tend to discourage property improvements and extend the life of old and substandard structures.

Some of these difficulties can be attributed to codes and ordinances regulating land use that frequently lag in the evolution of new development concepts. Outdated zoning techniques often permit land uses in locations where it is unfeasible to place needed public

GROWTH PATTERNS AND TRENDS

facilities, which in turn, tends to accelerate the deterioration of existing neighborhoods. Incompatible land uses persist and foster physical deterioration of certain residential areas because zoning ordinances fail to provide for the termination of the uses. Often, frequent or successive zone changes within certain neighborhoods have provided an atmosphere of uncertainty and instability.

Outer City Problems

Some subdivision development has bypassed partially urbanized areas into outlying fringes. This type of urbanization has had the compounded effect of concentrating capital expenditures in newer suburbs, leaving areas susceptible to blight, reducing the incentive to rehabilitate and redevelop older sections of the City, and increasing the cost of public services.

Conclusion

In order to effectively respond to the public responsibility for housing, state and federal legislation has been enacted which requires that housing studies be undertaken as an integral part of local comprehensive plans.

The problems of housing are so uniquely interrelated with problems in the socio-economic sphere that efforts to solve housing problems have necessitated comprehensive coordination to effect positive changes.

Locally, we have found there is a lack of good, well dispersed housing to serve the low-income population. There is difficulty in providing housing for the specific groups also. These groups include the military, large families, and senior citizens.

GOALS

Goal formulation is probably the most important step in the planning process. The product of this step must reflect the needs of the people, and in this case, the housing needs of the present and future population of Carlsbad. The goals of the Housing Element will be:

1. That all residents of Carlsbad have access to adequate housing within a price range they can afford.
2. That current housing problems be met with programs for remedial action without wholesale displacement of residents.
3. That current trends in housing development be understood and problems met with preventive action.
4. That causes of housing problems be understood by the community and considered as the primary deterrent to the availability of adequate housing.
5. That environmental quality be established and enhanced to provide the necessary amenities and services for the residents of Carlsbad.
6. That priorities be based on the critical nature of housing needs as certain people are affected.

URBAN EXPANSION AND AREAL PATTERN COMPARISONS

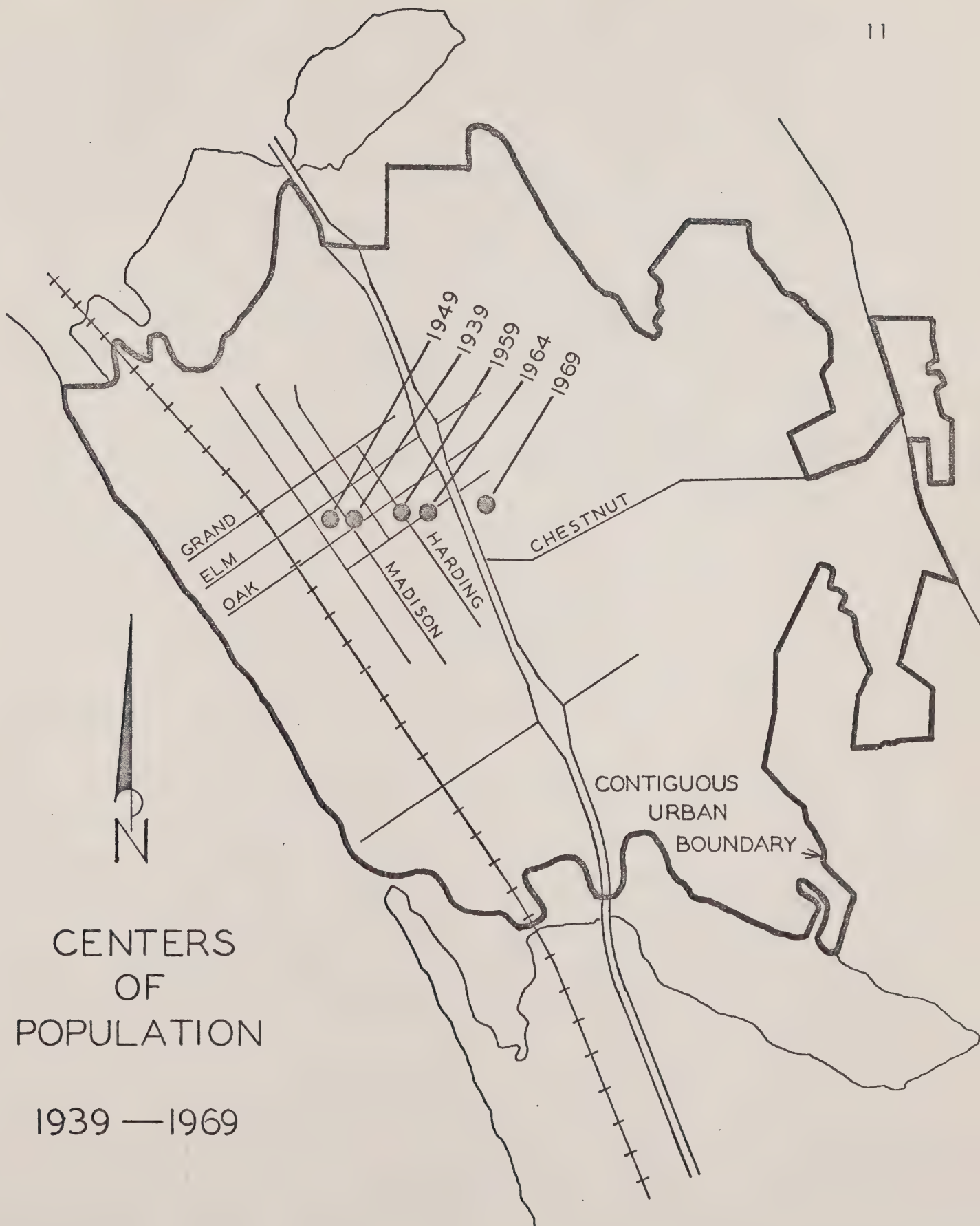
In determining distinct patterns of urban growth, several criteria must be utilized and interrelated in order to evaluate the progress of growth. These criteria, in broad terms, are elements of the physical, social, and economic environment of the City. Specifically, the physical element concerns spatial phenomena; the social element - age distribution, educational achievement, recreational outlets, and ethnic background; and, the economic - income levels, vocational categories, and cost of rent levels, and land/improvement value ratios.

Physical Patterns

Carlsbad's physical growth has attained certain common characteristics of "urban sprawl." In other words, the patterns are characterized by uniformity of population density, and dispersion of urban functions, such as, shopping areas, employment areas, transportation network expansion, and residential areas. The growth rate is creating urban area expansion and not urban area concentration. Horizontal growth is superseding urban-type concentration. The diluted city core is playing a less important and functional part in the viability and sustenance of the urban-cultural community.

Population Patterns

Carlsbad has experienced a 50 percent increase in population since 1960. Most of this growth has occurred in the east portion of the City, while the older part of the City has remained somewhat static. Since 1949, the center of population has migrated easterly



CENTERS
OF
POPULATION

1939 — 1969

Figure 1

at a constant pace. It has crossed the freeway within the last five years and is presently located just east of Interstate 5, between Oak Avenue and Chestnut Avenue (See Figure 1). It is very likely the center will continue to move eastward and eventually curve in a southeast direction. The present center, inconspicuously, is located in an area of relative low population density, less than ten persons per net acre.

The profile of population density, illustrated in Figure 2, places the peak density between the railroad and the freeway; albeit, the recent growth is steadily increasing in density and climbs upward as the City grows eastward.

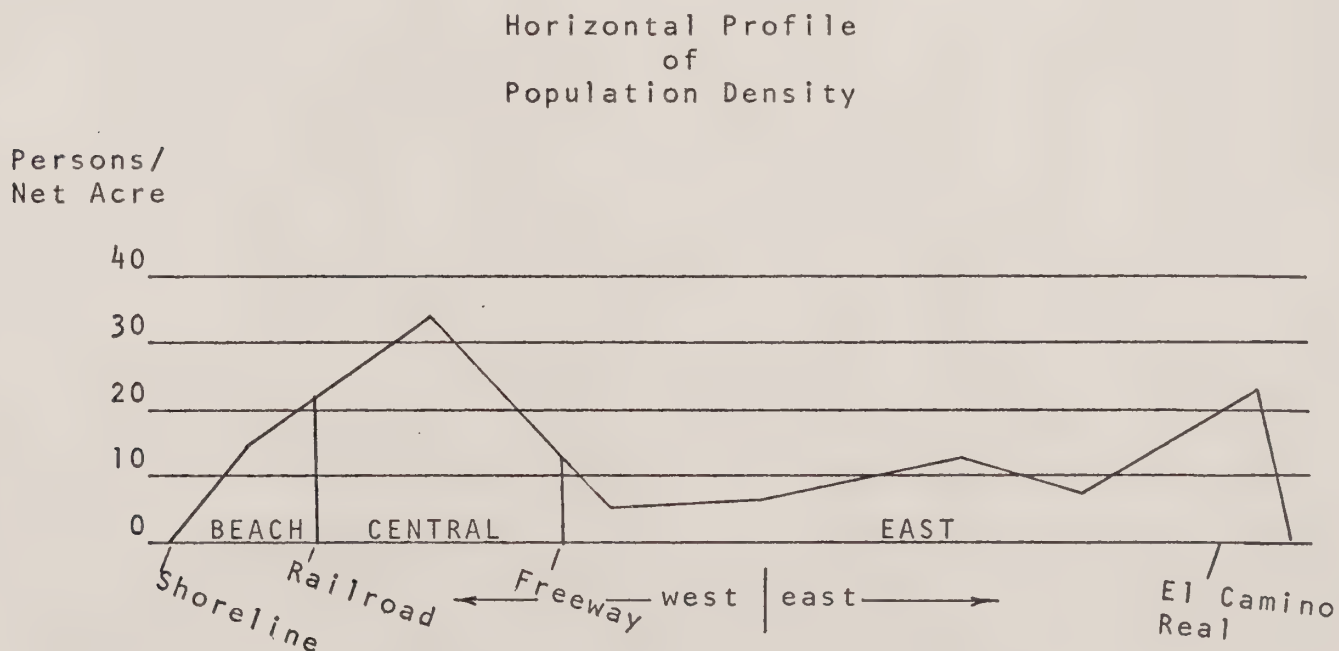
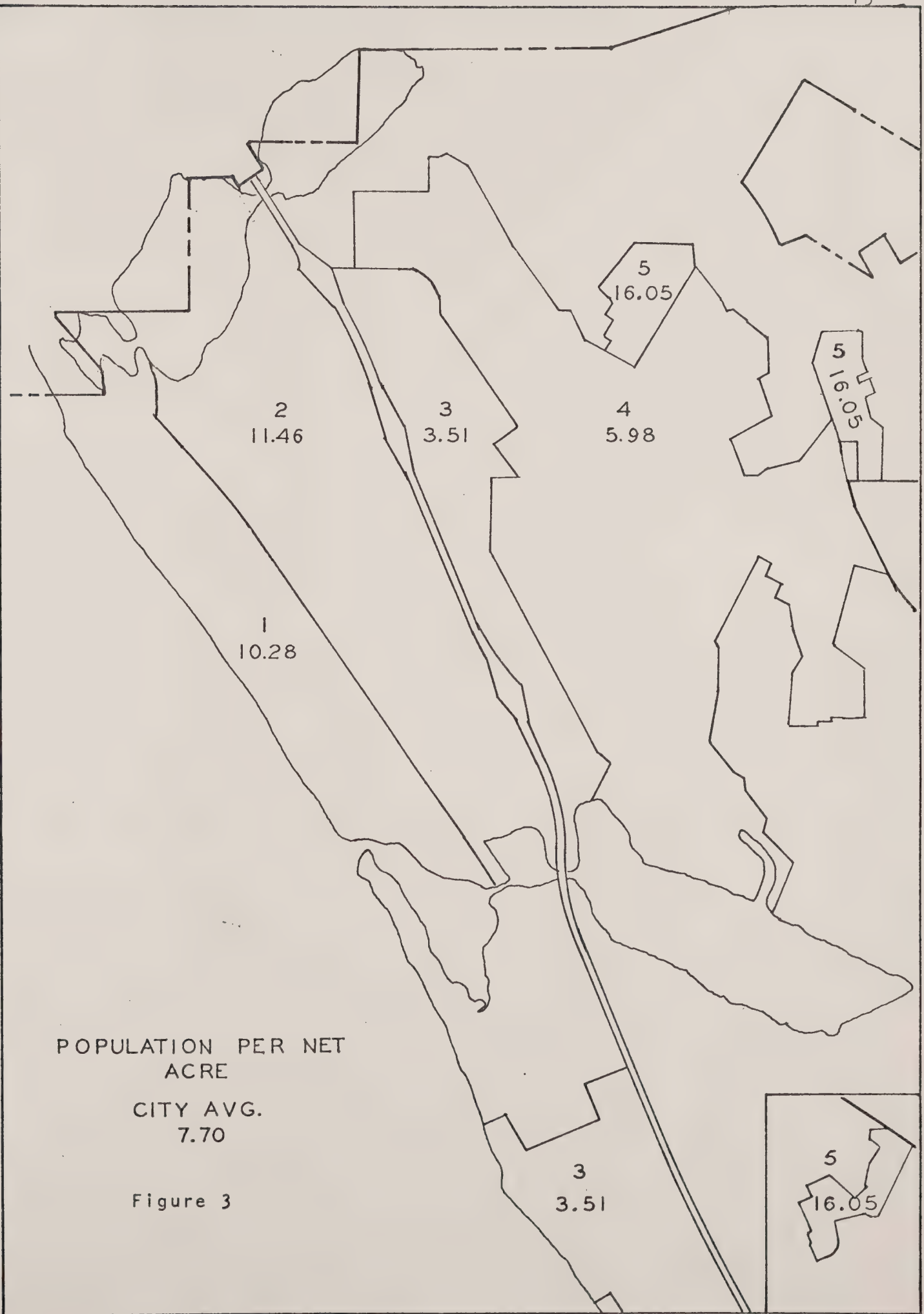


Figure 2



The most recent, large subdivisions, Laguna Riviera, Falcon Hills, and El Camino Mesa collectively average a higher population density than other population areas of the City (Figure 3). The effect of this pattern on the community is resulting in hardships on schools, fire and police protection, recreation facilities, transportation facilities and commercial services. It is widening the gap between the ability to pay for and provide services and the demand for services. The newer developed areas are characterized by a high population per household density, a low median age, and a high percentage of commuters to other areas of employment. In this sense, Carlsbad is a "bedroom" community.

Area Comparison

In order to compare growth patterns of the City, the City will be divided into the following three areas with the following defined boundaries:

Area	Boundaries
1. Beach	North - Buena Vista Lagoon East - Railroad tracks South - Agua Hedionda Lagoon West - Pacific Ocean
2. Central	North - Buena Vista Lagoon East - Freeway South - Agua Hedionda Lagoon West - Railroad tracks
3. East	All areas within City Limits and East of the Freeway

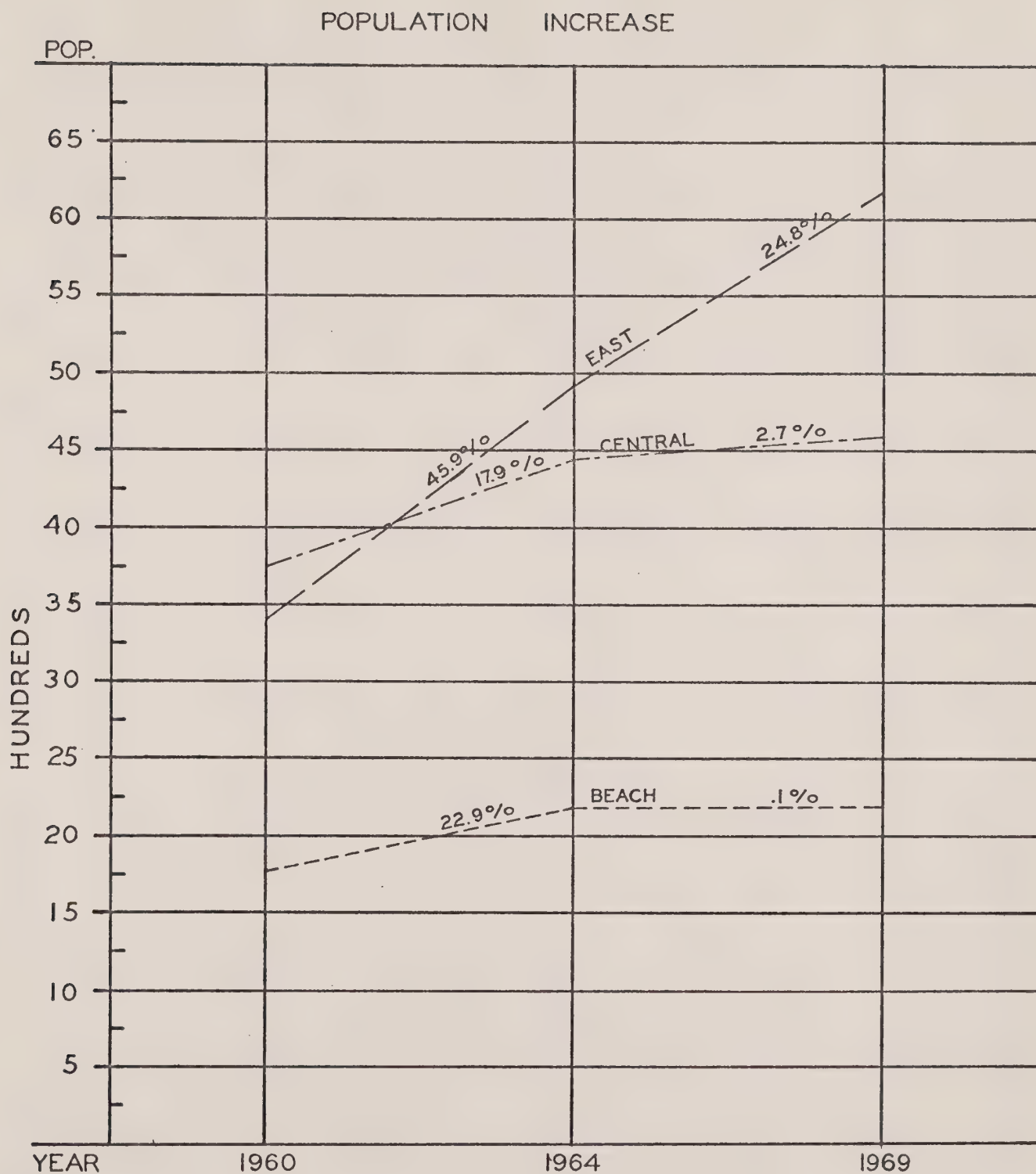


Figure 4

AREA INCOME TRENDS

	BEACH 1960	CENTRAL 1960	EAST 1960
Median	\$ 4,914	\$ 5,463	\$ 7,098
Per Capita	\$ 1,820	\$ 1,560	\$ 2,218
	1969	1969	1969
Median	\$ 7,797	\$ 6,616	\$12,753
Per Capita	\$ 2,154	\$ 2,153	\$ 3,710
CHANGES IN DOLLARS (1960 - 1969)			
Median	\$ 2,883	\$ 1,153	\$ 5,655
Per Capita	\$ 334	\$ 593	\$ 1,492
CHANGES IN PERCENT (1960 - 1969)			
Median	58.3	21.1	79.7
Per Capita	18.3	38.0	67.3

Figure 5

AREA RENTAL TRENDS

	BEACH	CENTRAL	EAST
	1 9 6 0		
Median	\$ 90	\$ 78	\$100
	1 9 6 9		
Median	\$168	\$101	\$126
	CHANGES IN DOLLARS		
	\$ 78	\$ 23	\$ 26
	CHANGES IN PERCENT		
	86.7	29.5	26.0

Figure 6

INCOME - RENT TRENDS

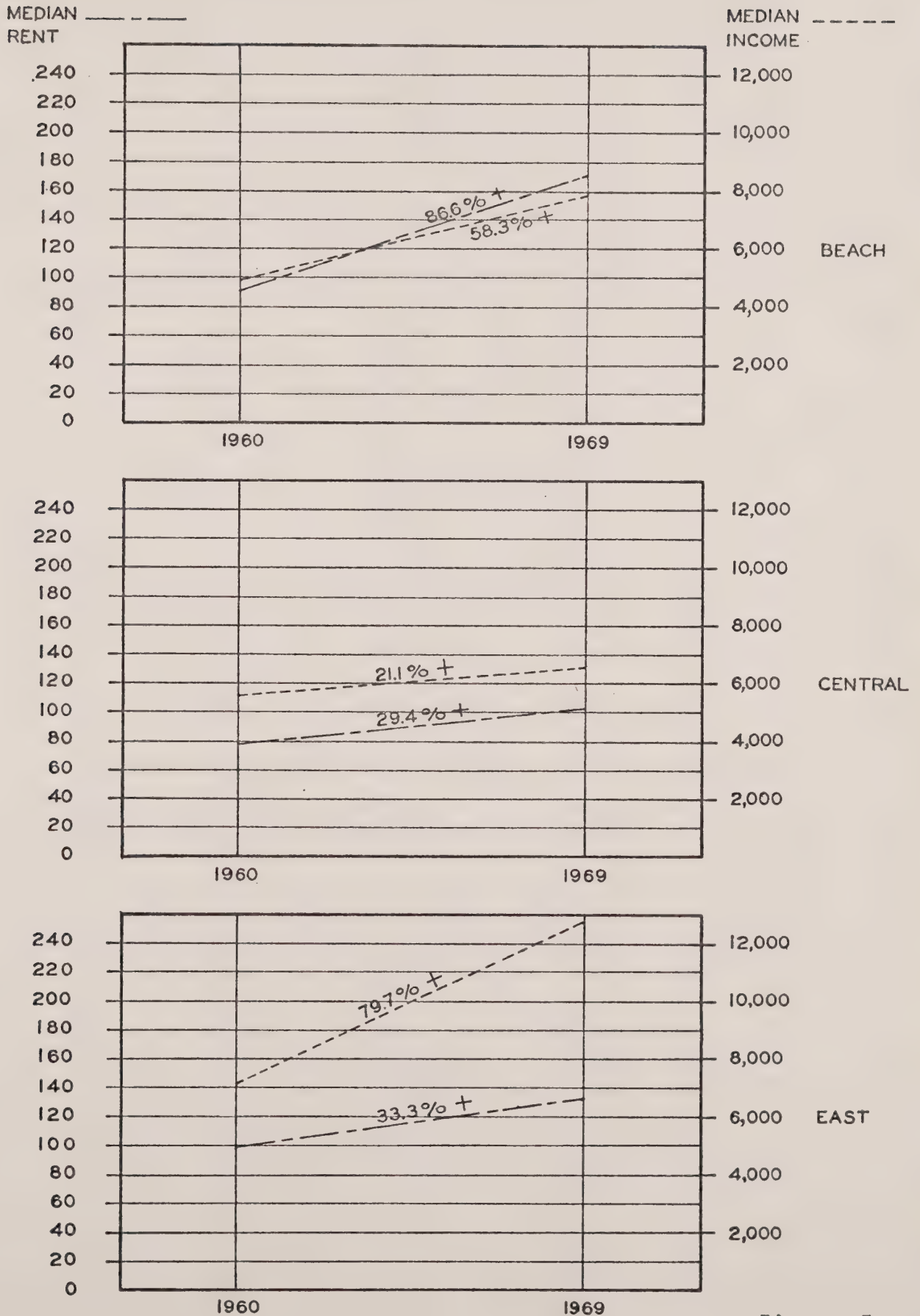


Figure 7

AREA EDUCATIONAL TRENDS

(Heads of Households)

	East	Central	Beach
(Years)			
Elementary 1-4	13	39	9
Elementary 5-7	19	48	14
Elementary 8	80	170	34
High School 1-3	141	253	96
High School 4	644	482	253
College 1-3	498	236	183
College 4	289	56	51
Post Graduate	285	44	86
(Mean)	13.04	11.3	12.1
City Average: 12.15 Years			

Figure 8

AREA RECREATION TRENDS

	BEACH	CENTRAL	EAST	CITY TOTALS
P E R C E N T				
Holiday Park	3.02	6.52	3.23	4.32
Carlsbad State Beach	40.06	31.3	35.95	35.4
Metropolitan San Diego Recreation Facilities	2.6	1.9	2.43	2.28
Oceanside Recreation Facilities	2.34	2.8	4.23	3.38
School Facilities and Activities	.69	1.5	4.76	2.89
Service Club and Organization Facilities and Activities	5.51	4.2	6.3	5.42
Golf	4.13	3.9	7.88	5.83
Mountain and Desert Areas	4.27	4.8	8.94	6.93
Others	35.9	41.8	25.1	32.8
OVERALL RECREATION TRENDS				
P E R C E N T				
People Within City				47.1
People Outside City				18.4
Other				32.8

Figure 9

HOUSING UNIT TRENDS

Trends in housing construction have varied in different areas of the City. Overall, the greatest change in construction trends occurred in the early 1950's. The Beach, Central and East Areas of the city each experienced a marked increase in housing development at this time. But, the East demonstrated the greatest increase. Here, the growth rate has been fairly consistent. (Figure 10). It is important to note that a comparison of the three areas is quite difficult due to the elasticity of the East, and the natural containment of the Beach and Central areas.

Another change taking place, is the transition from owner-occupied dwellings to rentor-occupied in the Beach and Central areas. At the same time, the East Area is increasing in percent of owner-occupied. (Figure 11)

Nearly 72 percent of Carlsbad's housing stock has been built since 1950, indicating a relative modern overall housing condition. Excepting apartment construction, however, this modern stock is almost exclusively located in the East Area, and at the same time the older housing stock is located in the other two areas. In the latter case, older units are intermingled with newer apartment units. This phenomena illustrates the overextension of the economic life of many existing single family dwellings. Increasing concentration and population density in these areas is hindered also, by vacant noncontiguous lots that limit the size of development. Figure 12 illustrates housing unit density throughout the City.

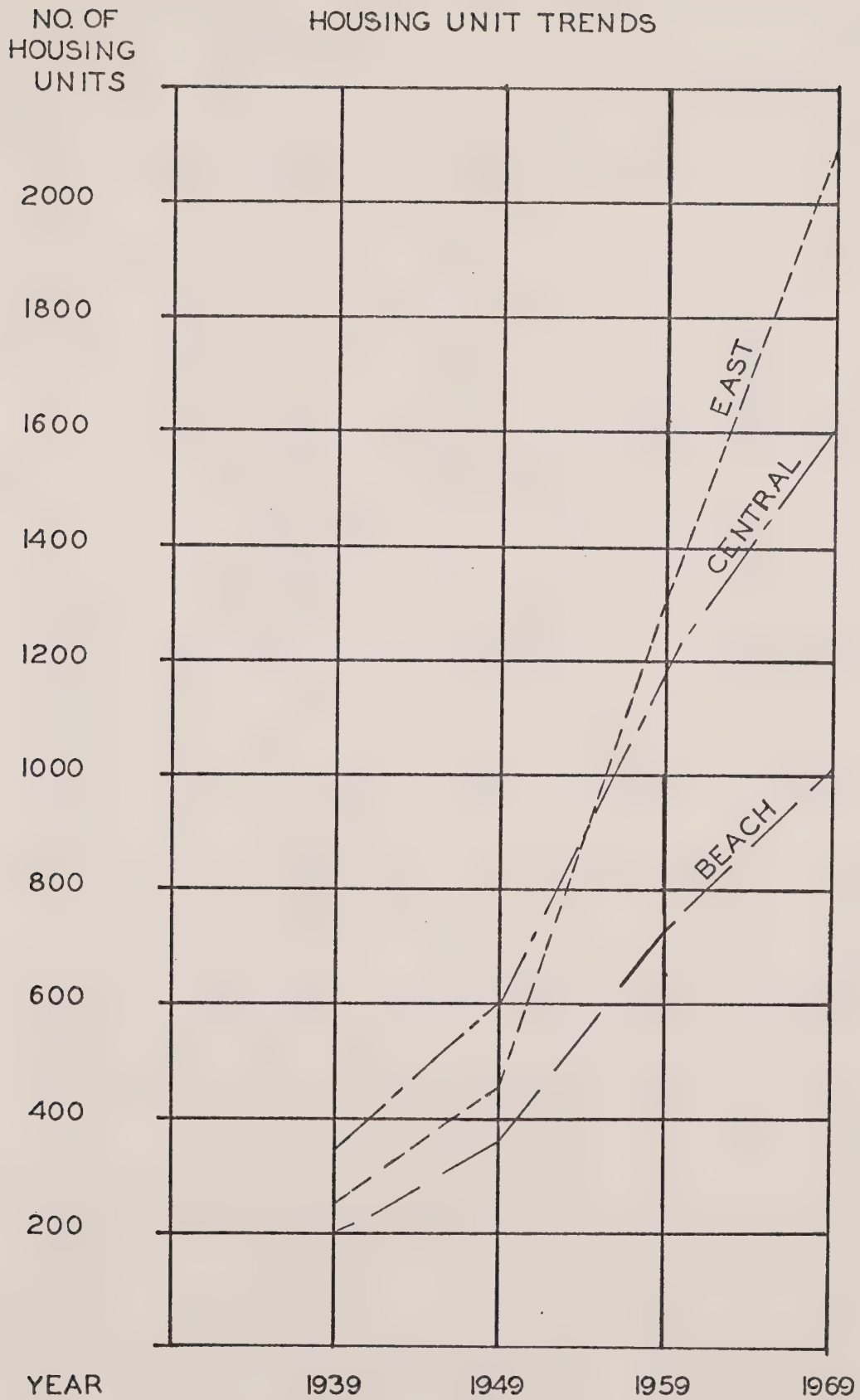


Figure 10

AREA OWNER AND RENTAL TRENDS

1 9 6 0						
	East	Percent	Central	Percent	Beach	Percent
All Housing Units	1,294		1,171		707	
Owner Occupied	958	74	573	48.8	292	41.3
Renter Occupied	205	15.8	510	43.6	309	43.7
Available Vacant	131	10.2	88	7.5	106	15.0
1 9 6 9						
	East	Percent	Central	Percent	Beach	Percent
All Housing Units	2,258		1,597		1,005	
Owner Occupied	1,733	76.8	541	33.9	241	23.9
Renter Occupied	376	16.7	991	62.1	615	61.3
Available Vacant	149	6.5	65	4.0	149	14.8

Figure 11

HOUSING UNIT DENSITY
BY STATISTICAL AREA
CITY OF CARLSBAD 1969

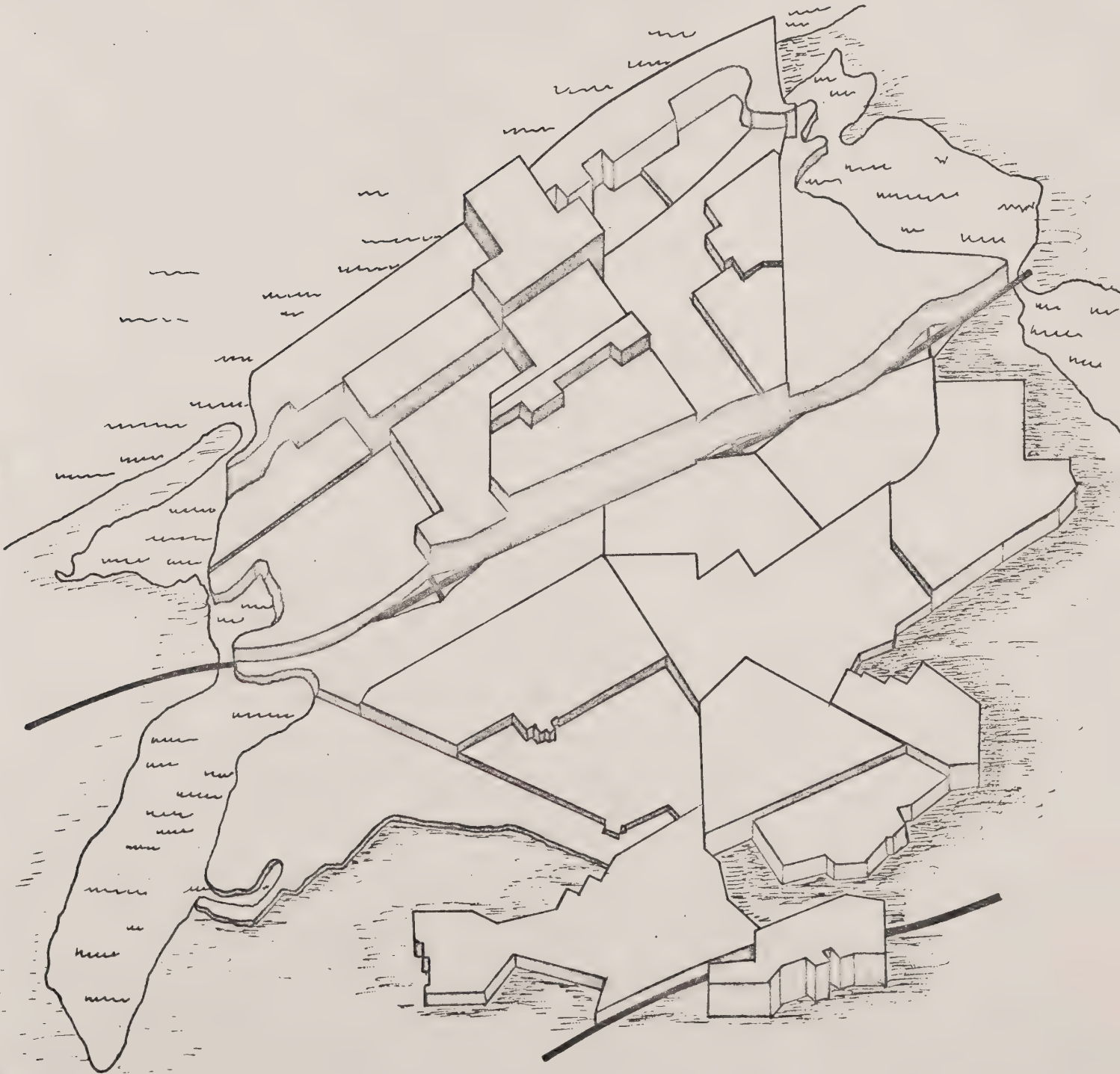


Figure 12

LAND USE AND RESIDENTIAL DEVELOPMENT POTENTIAL

Developed Residential Land

There are 682 developed residential acres in the City, or 10% of the total City area. Single family residential development constitutes approximately 90% of the 682 acres. The remaining 10% is divided almost evenly between two family and multiple family acreage. Residential land use ranks third in area of the various land uses in the City. (see Figure 13).

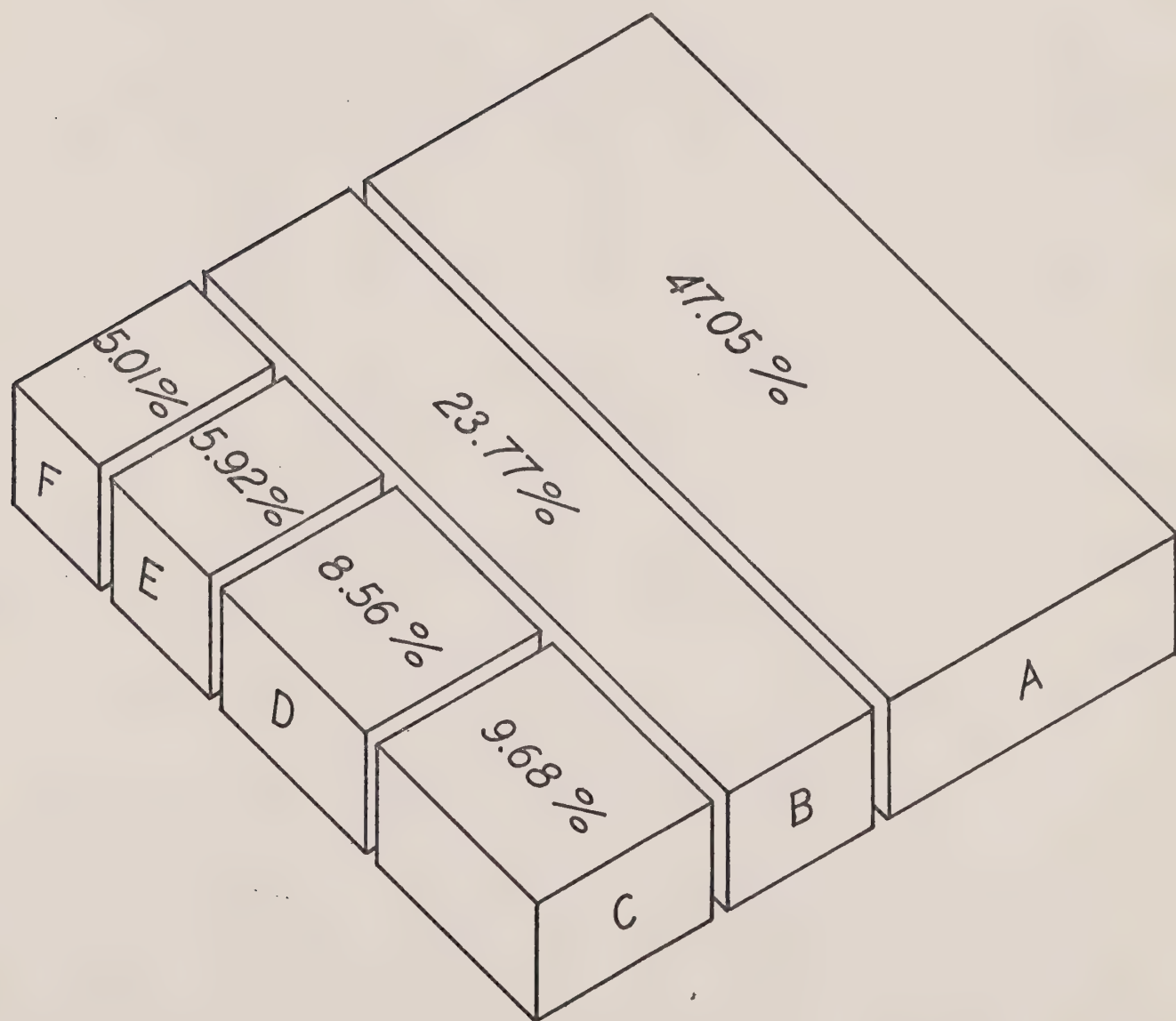
Zoned Residential Land

Presently, there are 2,696 acres of undeveloped residential zoned land in the City. Combined with the 682 developed residential acres, a total of 3,378 acres, or approximately 59% of the City area, could be developed for residential purposes, less street area. About 20% of this potential area is now developed. (see Figure 14).

Dwelling Unit Potential

The undeveloped acreage in each residential zone, along with their corresponding net density ratios, permits an estimation of the potential number of dwelling units that can be developed in the City. There are 5,012 dwelling units in the City at the present with a potential of 17,967 total dwelling units. The potential of single family dwelling development exceeds the potential of two family and multiple family dwellings. Single family dwellings have reached 24% of the total potential; two

EXISTING LAND USE
By Percent of Total Area



A	VACANT
B	AGRICULTURE
C	RESIDENTIAL
D	STREETS
E	PUBLIC FACILITIES
F	COMMERCIAL-INDUSTRIAL

Figure 13

RESIDENTIAL DEVELOPMENT POTENTIAL

by Existing Zoning

HOUSE TYPE	E X I S T I N G		A D D I T I O N A L		P O T E N T I A L	
	UNITS	ACRES	UNITS	ACRES	UNITS	ACRES
SINGLE FAM.	3,247	612	10,214	2,616	13,461	3,228
TWO FAMILY	488	34	48	3	536	37
MULTI- FAM.	1,277	36	2,693	77	3,970	113
TOTAL	5,012	682	12,955	2,696	17,967	3,378

EXISTING RESIDENTIAL DEVELOPMENT - - PERCENT OF POTENTIAL

PERCENT OF POTENTIAL NUMBER OF UNITS 27.89

PERCENT OF POTENTIAL RESIDENTIAL LAND AREA 19.77

UNDEVELOPED RESIDENTIAL LAND AREA, BY EXISTING ZONE:

Zone	Area (acres)
R-1-7.5	1,627.66
R-A-10	677.37
R-1-15	140.49
R-1-6	81.14
R-3	53.80
R-A-6	49.81
R-1-10	38.86
R-T	8.29
R-P	7.53
R-W	7.32
R-2	3.33
R-1-9	.30
R-1-8	.00
P-C	.00
Total	2,695.90

TOTAL VACANT LAND AREA IN CITY 3,314

PERCENT OF VACANT LAND ZONED RESIDENTIAL 81.35

Figure 14

family dwellings have reached 91% of the possible total; and, multiple family dwellings number 32% of the total potential. Of the 2,696 vacant residential zoned acres, 2,616 are available for single family dwellings, 77 acres for multiple family dwellings, and 3 acres for two family dwellings. Approximately 28% of the potential number of dwelling units have been constructed.

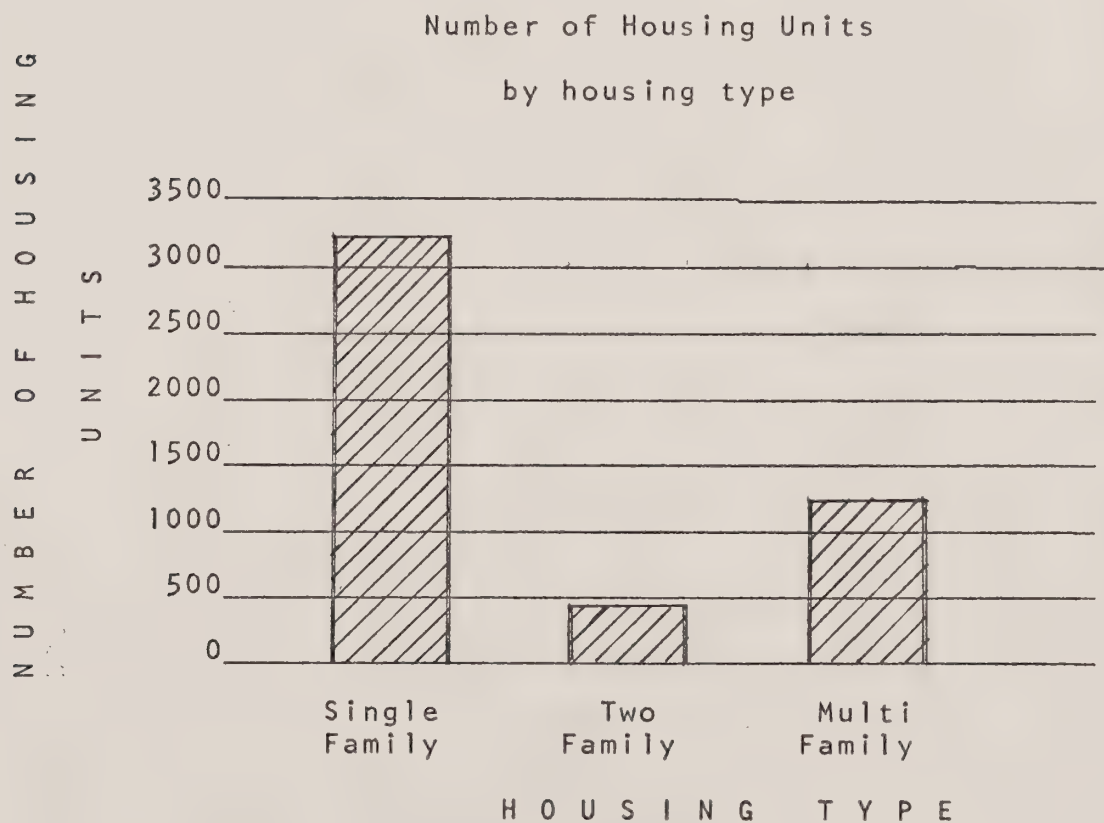


Figure 15

HOUSING TYPES BY PERCENT OF TOTAL DWELLING UNITS

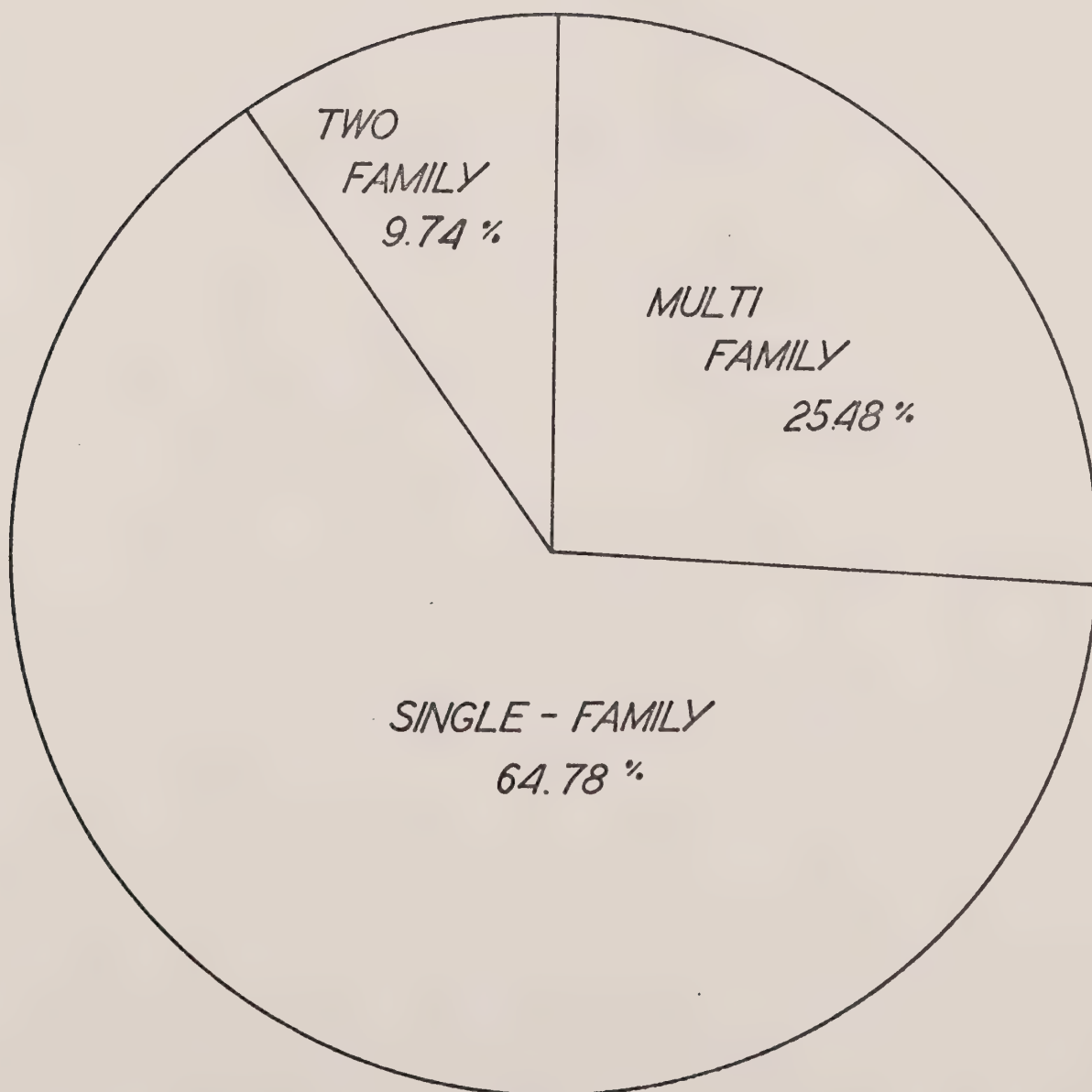


Figure 16

HOUSING PROBLEM AREAS

ENVIRONMENTAL DEFICIENCIES

Two problem areas, in terms of housing and environmental deficiencies have been defined and numbered according to the severity of their problems. A map of each area follows on the next two pages.

The City's rapid increase in population has made demands on already limited public resources. Facilities such as parks, community centers, schools, and fire stations have not kept pace with the increasing population and development. Furthermore, the environmental quality of certain older residential areas is impaired by the lack of or inadequate maintenance of sidewalks, drainage facilities and streets, insufficient street trees and open space, obsolescent public buildings and excessive over-head utilities. While there are examples of quality design in architecture and site planning, many housing tracts lack inspiration and livability. These environmental problems are prevalent in both problem areas.

QUALITATIVE HOUSING DEFICIENCIES

Problem Area 1 has many unfavorable conditions. The most prevalent qualitative housing deficiencies are:

1. Physical deterioration
2. Lack of concrete foundations
3. Substandard sanitation facilities
4. High person-per-unit density
5. Low flow space per unit
6. Substandard and defective electrical wiring

The majority of housing units within Problem Area 1 were constructed prior to 1940 and age deterioration is quite apparent. Age

HOUSING PROBLEM AREA

NO. 1

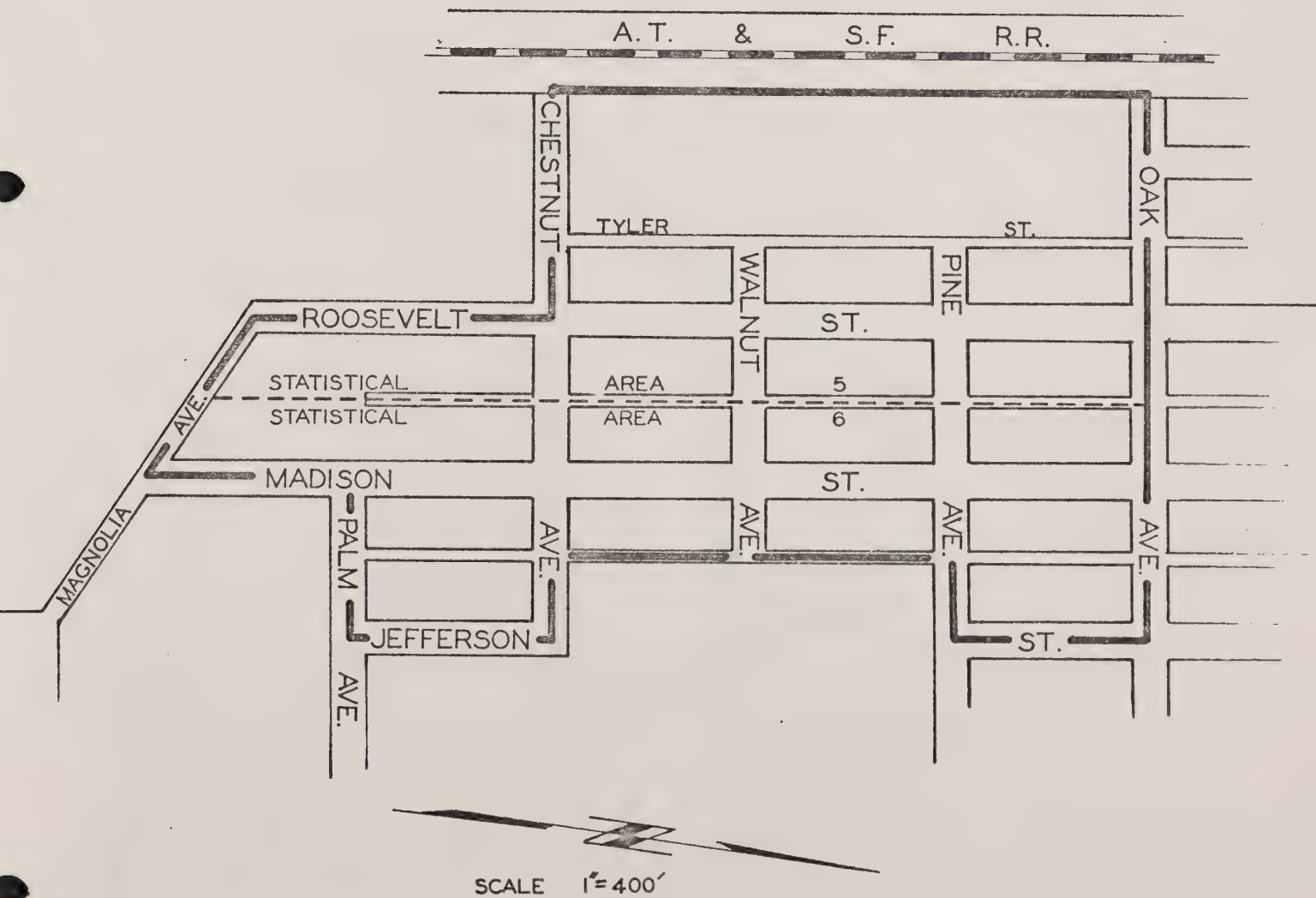


Figure 17

HOUSING PROBLEM AREA NO.2



Figure 18

and lack of preservative maintenance has allowed many of the structures to become functionally obsolete. Housing constructed in stilt-like fashion, on piers, still predominates the area. Foundations of this type do not meet the continuous concrete foundation requirement of the California State Housing Code, which has been adopted by the City of Carlsbad. There exists also, a few dwellings with earthen floors within this area.

This area is also beset with problems in density. The population density is 31.97 persons per net acre, while the City average is 7.70. Housing unit density in the area is 9.19 units per net acre, as compared to the City average of 2.71 in residential areas.

Deficient sanitation facilities, including the use of a communal facility for 20 people in one case, are among the problems in the area. Plumbing and sewage utilized are non-conforming in many instances.

As one of the oldest sections of the City (this area was within the population center of the City in 1939), the average floor space is much smaller than modern standards allow. In conjunction, a 25 percent absentee ownership factor has not induced the usual property maintenance reinvestment, causing an accelerated deterioration, resulting in a 53 percent substandard housing condition in the overall area.

Age again, is the most significant factor in determining the existence of substandard and defective wiring throughout the area. The City Code indicates that all single family dwellings shall have a minimum size electrical service entrance of not less than three No. 2 conductors, in 1-1/4 inch rigid conduit, with provisions for twelve circuits and

twelve circuits and protected by a one hundred ampere main disconnecting means. Fusing of circuits shall be of the non-tamperable type. Adherence to this portion of the City Code would determine re-wiring for many of the homes in the area and in many instances, has resulted in a definite fire hazard.

QUANTITATIVE HOUSING DEFICIENCIES

Over 12 percent of Carlsbad's existing housing stock is located within Problem Areas 1 and 2. Of this percentage, about half are substandard dwellings (6 percent of the City's total). It is further estimated that 8 percent of the total housing stock is substandard. Using an average density of 3.03 persons per housing unit, 1,300 persons of Carlsbad's population total of 13,890 live in substandard housing.

At present, the nonsufficient housing supply is being remedied only in part; mainly, the higher cost housing or housing in excess of 25 thousand dollars. Only apartment rental units are supplanting the middle cost range needs, while no new housing is meeting the low cost range needs.

This housing analysis has projected the needs of the City in the ensuing five years on the basis of adjusted population increase projections of the 1965 General Plan. The 1975 population projection for the City of Carlsbad is 20,000 persons, if the City maintains its present growth rate. Holding the constant of an 8 percent substandardness, allowing for the continuing factors of age, deterioration, functional obsolescence, and advancing housing standards, this would place approximately 1,600 persons in substandard dwellings in 1975.

Using the persons per household density average of 3.03, this figure would place 528 households in substandard quarters within the projected five-year period.

SOCIO-ECONOMIC STRUCTURE

Problem Area 1 is primarily occupied by Mexican-Americans -- an ethnic segment which comprises 12 percent of the City's population. This area has the highest population per net acre and unit density in the City.

The problem has been intensified by land use-zoning incompatibilities. About one-half of the area is zoned either industrial or commercial, minimizing the residential potential and causing the rehabilitation of substandard dwellings to be unprofitable. The future land use element of the General Plan, however, indicates residential use throughout the area. These discrepancies have greatly contributed to the slumming affect of the area by suppressing housing, through speculation, for a "better and higher use."

Although the more pressing problems encountered were of a physical nature, (functionally obsolete and substandard dwellings) environmental conditions in these areas are generally deficient and have resulted in problem pockets with far-reaching sociological ramifications. These overall conditions can be detrimental to the normal sustaining functions of a community and can have a pervasive effect on social mobility, economic motivation, incentives, and manifests itself as blighted and ghettoized areas.

The standard superficial analysis of these conditions are usually incorporated in a succinct statement relating that "they" are content

in that particular environment. Under closer scrutiny, this study has showed 80 percent of the heads-of-household and principal wage earners have not completed high school; that 51 percent are engaged as laborers and, 12 percent are retired or unemployed; that the mean yearly income of a family in this area is \$5,857.14, as compared to the City mean of \$9,851.03; that the auto-per-family ratio is the lowest in the City, and that the median income is not keeping pace with the median rent increases since 1960.

These factors have served to concentrate and isolate a sizable portion of the community with similar economic abilities, social standing, and cultural identification. An area in which low-cost housing is most apt to be available, though substandard, is the logical catalyst for ghettoized conditions.

What creates a ghetto area, or turns a City's core into a ghetto area? The classic pattern is cited in Carlsbad's situation -- a portion of the middle class moves to the suburbs or fringe areas, while using the funds from properties either left behind or acquired in areas that are economically depressed. Maintenance is kept at a minimum to increase profit ratios and the constant demands for low-cost housing neutralizes the factors that would ordinarily make these dwellings uninhabitable. These factors have an enveloping affect in spreading deterioration.

With a well established nucleus of Spanish-speaking permanent residents, the immigrants and agricultural workers (legal, green card holders) seek quarters in an area where they can more readily relate with the existing environment. This, in turn, culturally reinforces the area with standards that are not indigenous and therefore impedes

the natural evolution of assimilation.

This general analysis can be expanded to voluminous lengths, but for this work it is limited to the immediate impact of housing and correlated problems.

COMPARATIVE ECONOMIC STATISTICS FOR STATISTICAL
UNIT 5 AND TOTAL CITY

AREA	Population/ Household	Number of Households	Total Population	Percent Employed in Labor	Percent Home- owners
03-5 (Employed in Labor)	3.94	63	248	100.0	27.6
03-5 (Total Area)	3.59	123	442	53.8	40.2
City (Total Area)	3.03	4,529	13,738 (Households)	5.8	57.3
AREA	Mean Rent	Mean Income (Yearly)	Per Capita Income (Yearly)	Average Education (Heads of Households)	
03-5 (Employed in Labor)	\$66.78/ Month	\$5,375.00	\$1,277.23	8 Years	
03-5 (Total Area)	\$68.13/ Month	\$5,857.14	\$1,631.51	9 Years	
City (Total Area)	\$113.61/ Month	\$9,851.03	\$3,247.46	11.85 Years	

Figure 19

HOUSING NEEDS AND PROGRAMS

PRIORITIES

From the data collected in this study and subsequent investigations, the area defined as Problem Area No. 1 deserves the first priority for remedial action. Because the nature of this problem is varied and complex, this area also demands the greatest care for coordination of remedial-type activities. This area combines intonation of not only physical environmental deterioration, but also, social and economic ills as well.

It becomes necessary to consider the problems in a comprehensive approach, beginning with action aimed at a positive and immediate rehabilitation, (i.e., housing code enforcement, low-cost housing program, health standard inspection). This could be termed the first phase. Secondly, a longer ranging program to incorporate a combination of services aimed at providing better education, vocational training, information about government services, family health counseling, and citizen involvement in their government and the community. This approach, therefore, involves two phases and a schedule of simultaneous implementation.

Supportive programs such as cleanup campaigns, public improvement programs, community facilities development, and beautification, must accompany other types of action to ensure a comprehensive (total-environment) plan.

RECOMMENDATIONS

It is recommended that the following action be effected by the City of Carlsbad:

Urban Expansion

Minimize monotony and uniformity in residential growth by:

- ✓ 1) Preserving geographic and natural resources
- 2) Clustering residential unit types (utilization of P-C Zone)
- ✓ 3) Retaining natural topography
- ✓ 4) Providing contiguous open-space area
- ✓ 5) Encouraging design flexibility.

Minimize "sprawling" trends by:

- 1) Increasing density in and around the City core
- 2) Concentrating urban functions (i.e., commercial areas, industrial areas, etc.) in distinct areas.

Housing Problems

Provide low and moderate-cost housing through public action by:

- 1) Creating a Housing Authority
- 2) Implementing a "Leased Housing Program" financed, in part, with Department of Housing and Urban Development funds
- 3) Implementing a "Code Enforcement Program" financed, in part, with Department of Housing and Urban Development funds and administered in the prescribed area of marginal housing deterioration (See Figure 20 - Project Areas)
- 4) Administering enforcement of The Uniform Housing Code throughout the City.

- 5) Implementing a "Neighborhood Development Program" for areas beyond rehabilitation

Provide low and moderate-cost housing through private and/or joint public-private action by:

- 1) Offering flexibility in land development regulations
- 2) Promoting a nonprofit private organization or profit motive-private organization with the purpose of developing low-cost housing with FHA assistance
- 3) Orienting a low-cost housing project area to existing deteriorating neighborhoods
- 4) Offering assistance to developers of low or moderate-cost housing by providing any information necessary.

PROGRAMS

Code Enforcement and Rehabilitation

The Housing and Urban Development Act of 1965 contained a new Section (117) which provides for Federal financial assistance to help cities arrest the decline and revitalize older residential areas.

The purpose of this new program is to "fix up" - not "tear down" - housing by the application of a city's existing codes. Along with the improvement of the structures in the area, the public improvements, such as streets, alleys, sidewalks, street trees, street signs, and street lighting, etc., could be installed where they are lacking or repaired if they are deficient. The program does not involve condemnation of property by eminent domain, clearance of land, or resale to redevelopers.

The program focuses special attention in a specific area, such as a residential neighborhood. A concentrated effort is made to improve the entire area within a three-year period. The area selected

may qualify for the program because of certain deficiencies in housing, environment, public works improvements, etc., but must not be so deteriorated that it would require redevelopment.

- 1) Property owners will be given the opportunity to pave alleys and streets, install sidewalks and curbs, plant street trees, install ornamental street lighting, etc., where they are lacking, at one-fourth the normal cost. The Federal government would pay for three-fourths of the cost of these improvements. The one-fourth, paid by the property owner, could be paid utilizing a 1911 ACT district.
- 2) Each structure within the area would be inspected by City representatives to insure the structure meets the minimum standards of our local Housing Code. The City already has the authority to enforce present codes. No new codes or ordinances need to be adopted.
- 3) If a building has been properly maintained and no hazards exist, it probably would have no required corrections, regardless of its age.
- 4) Conditions which definitely would be required to be corrected are: Unvented gas heating appliances, electrical wiring which is taped, spliced, and/or overfused, plumbing fixtures or piping which is broken or leaking, rotted beams, sagging or leaking roofs. In general, any condition which endangers the health and safety of the occupants or the surrounding neighborhood will be required to be corrected.
- 5) Three-fourths (3/4) of the total program cost -- code enforcement, administration, street and alley improvements, etc., will be paid by the Federal government. Of the remaining one-fourth (1/4), the benefiting property owners will pay for the street improvements. In effect, this means that property owners will get all street improvements (paving, curbs, gutters, sidewalks, street trees and ornamental street lighting) for about one-fourth (1/4) of the normal cost.

Neighborhood Development Program

The purpose of this program is to provide an alternate method to Urban Renewal. The Neighborhood Development Program permits small areas within a project area to be planned for and target construction completed within a one-year period.

The Local Public Agency created by the Council becomes a non-profit corporation that carries out the redevelopment. This corporation is empowered to receive loans and grants from the Federal government (or any other agency), contract for the planning to be done, acquire property (and has the power of eminent domain through court procedures), demolish structures on land it has acquired, and provide new public improvements to serve the cleared land. The corporation does not build on the vacant property; it is offered for sale on the open market on the condition the buyer will construct in accordance with the adopted plan. In the case of civic buildings, the City would buy the land from the corporation and the City would do the building; such expenditures by public agencies, however, are included partially or wholly in computing the local one-fourth share of the total cost. Any store buildings, office buildings, motels, or apartments, would be built by private enterprise after acquiring the land from the corporation.

The theory behind the Federal Assistance Program is that while there may be a potential market for new buildings in an area, the existing street pattern or parcel arrangement is such that private developers cannot put together the large parcels necessary for a real redevelopment of an area. The local public agency assembles and prepares these parcels and offers them for sale at their fair market value.

CENTRAL CITY REVITALIZATION PROJECT AREAS

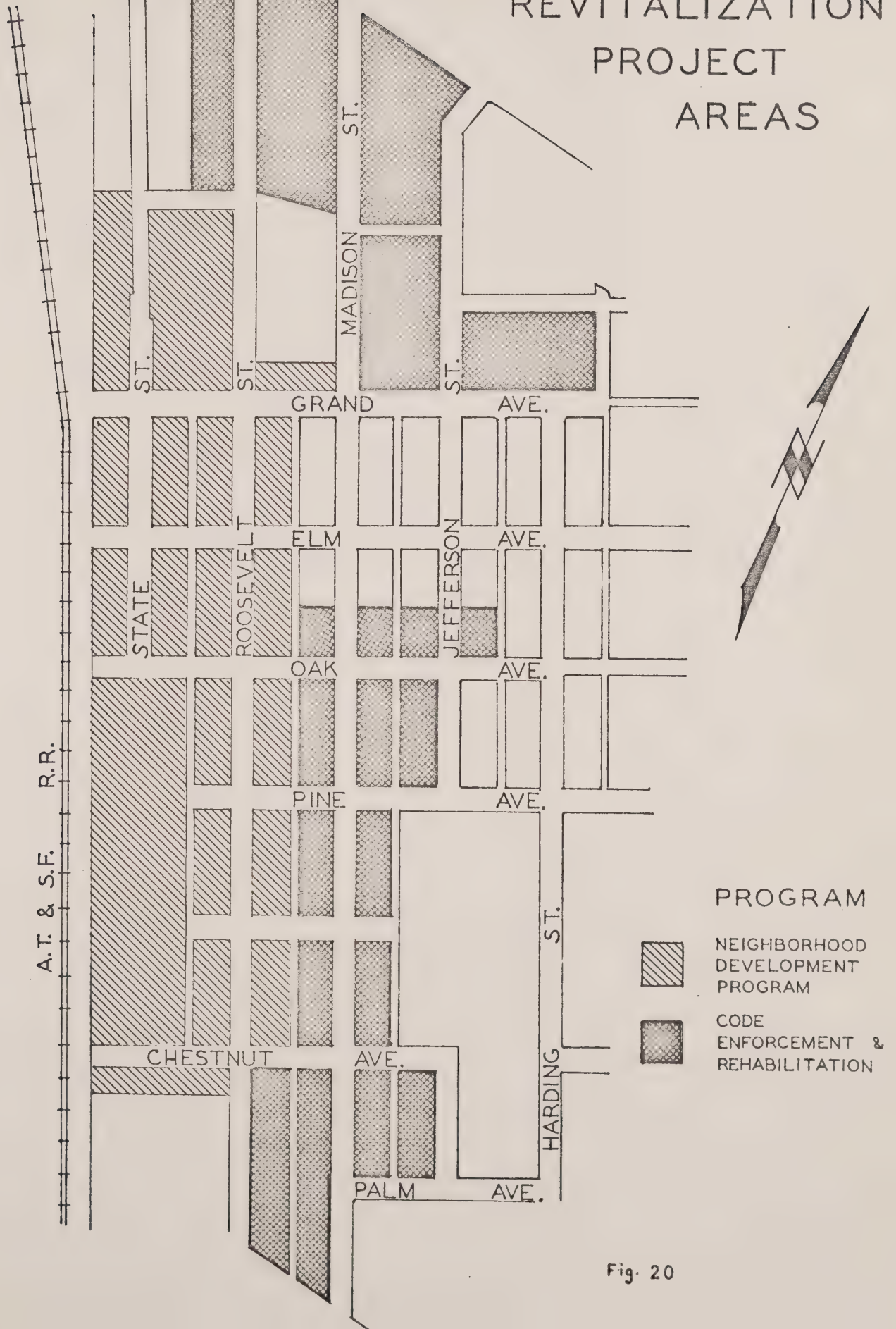


Fig. 20

APPENDICES

COMPARISON OF LAND AND IMPROVEMENT ASSESSED VALUATIONS
(by Areas)

AREAS	STATISTICAL UNIT RATIO		
	1	2	3
EAST			
Improvement Values			
Land Values			
CENTRAL			
Improvement Values			
Land Values			
BEACH			
Improvement Values			
Land Values			

Figure 21

CENTRAL CITY ZONING MAP

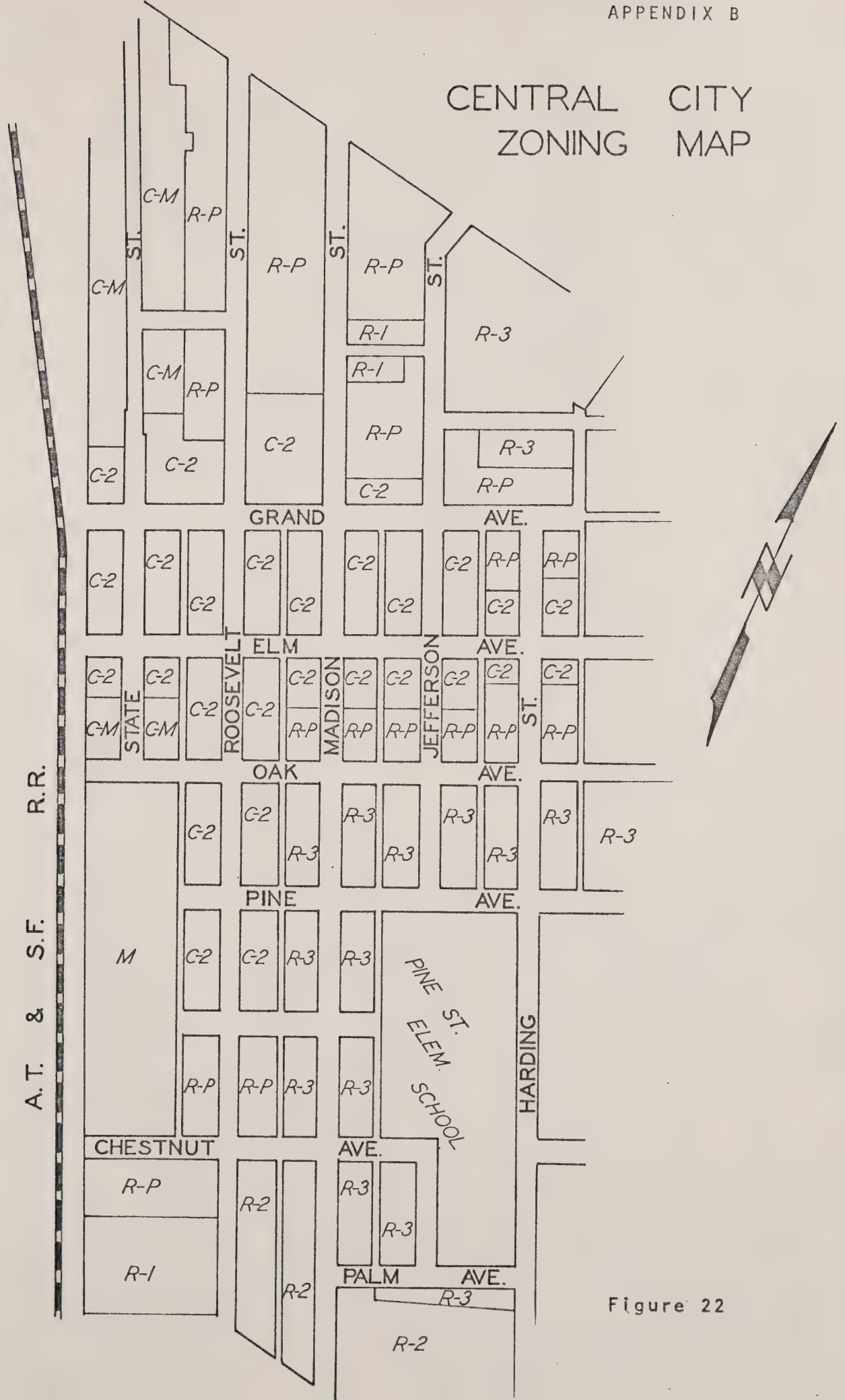


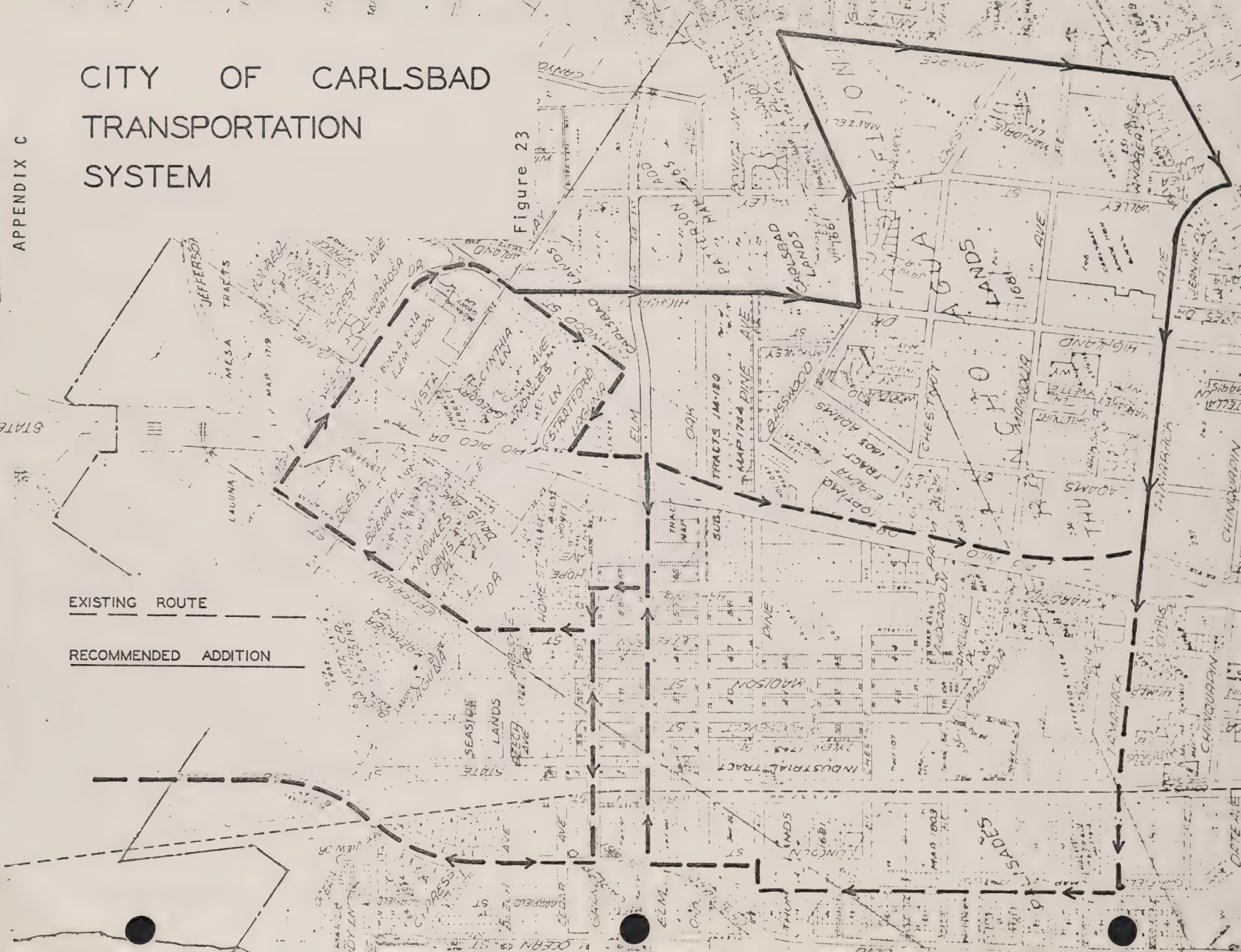
Figure 22

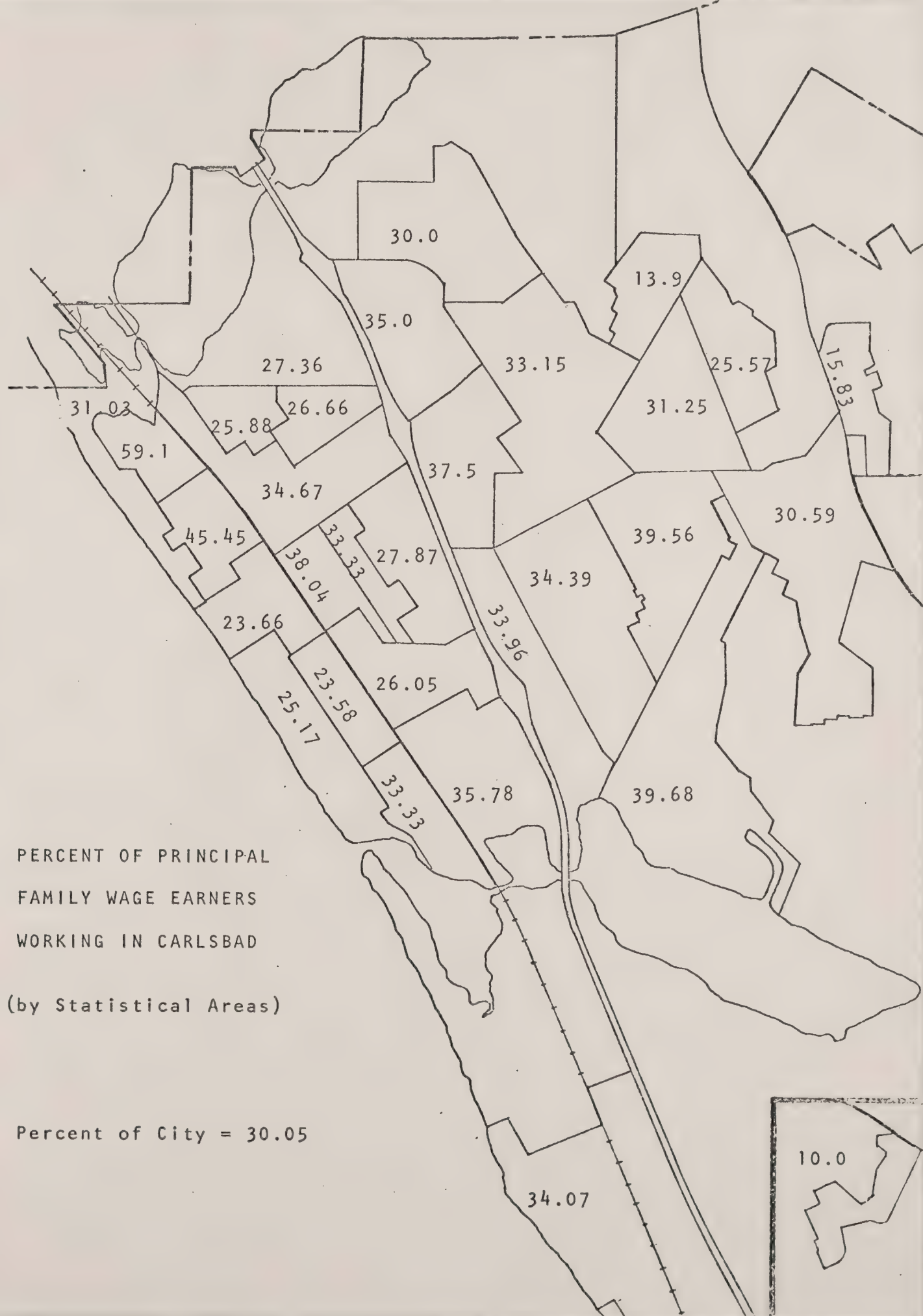
CITY OF CARLSBAD TRANSPORTATION SYSTEM

Figure 23

EXISTING ROUTE

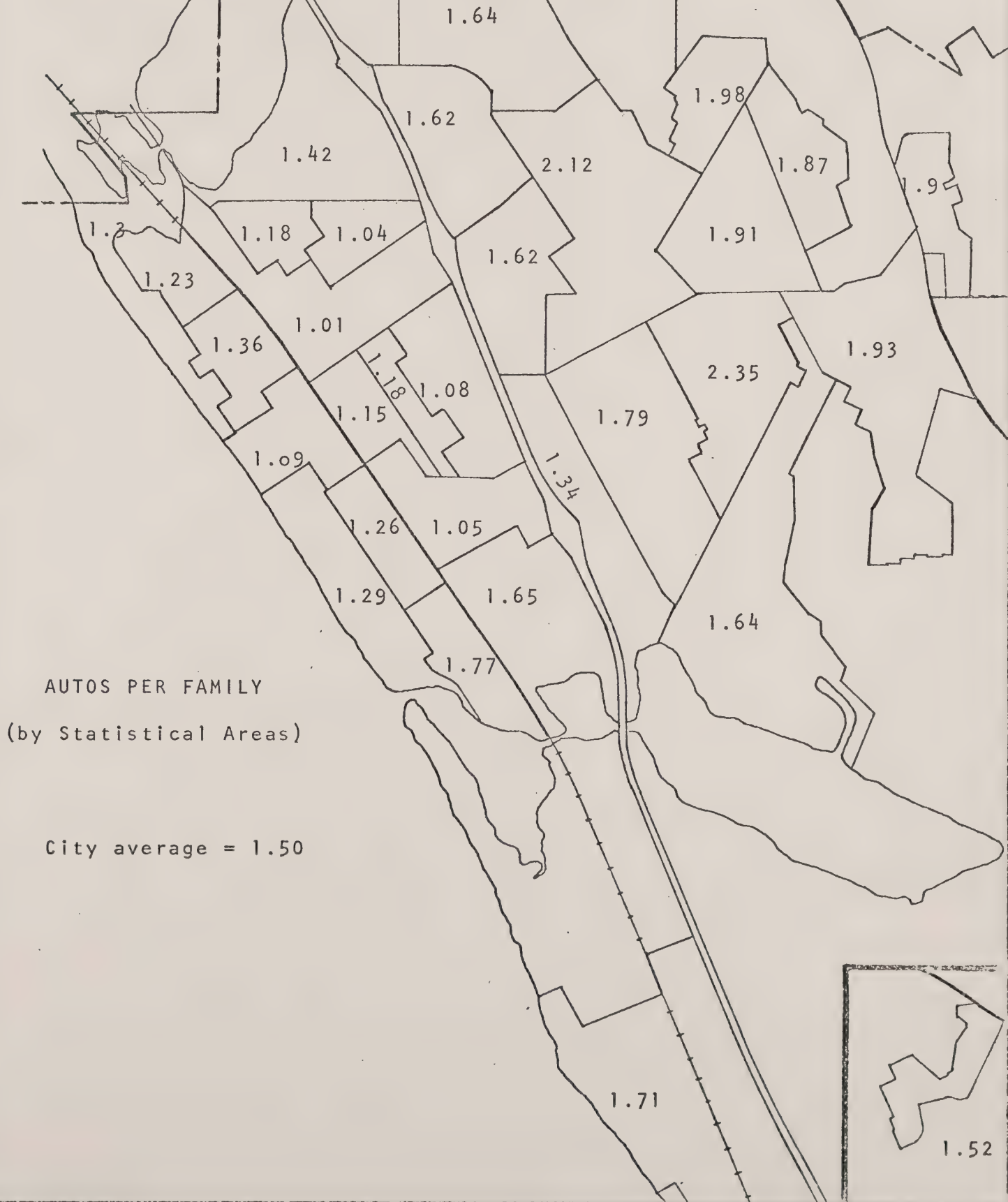
RECOMMENDED ADDITION

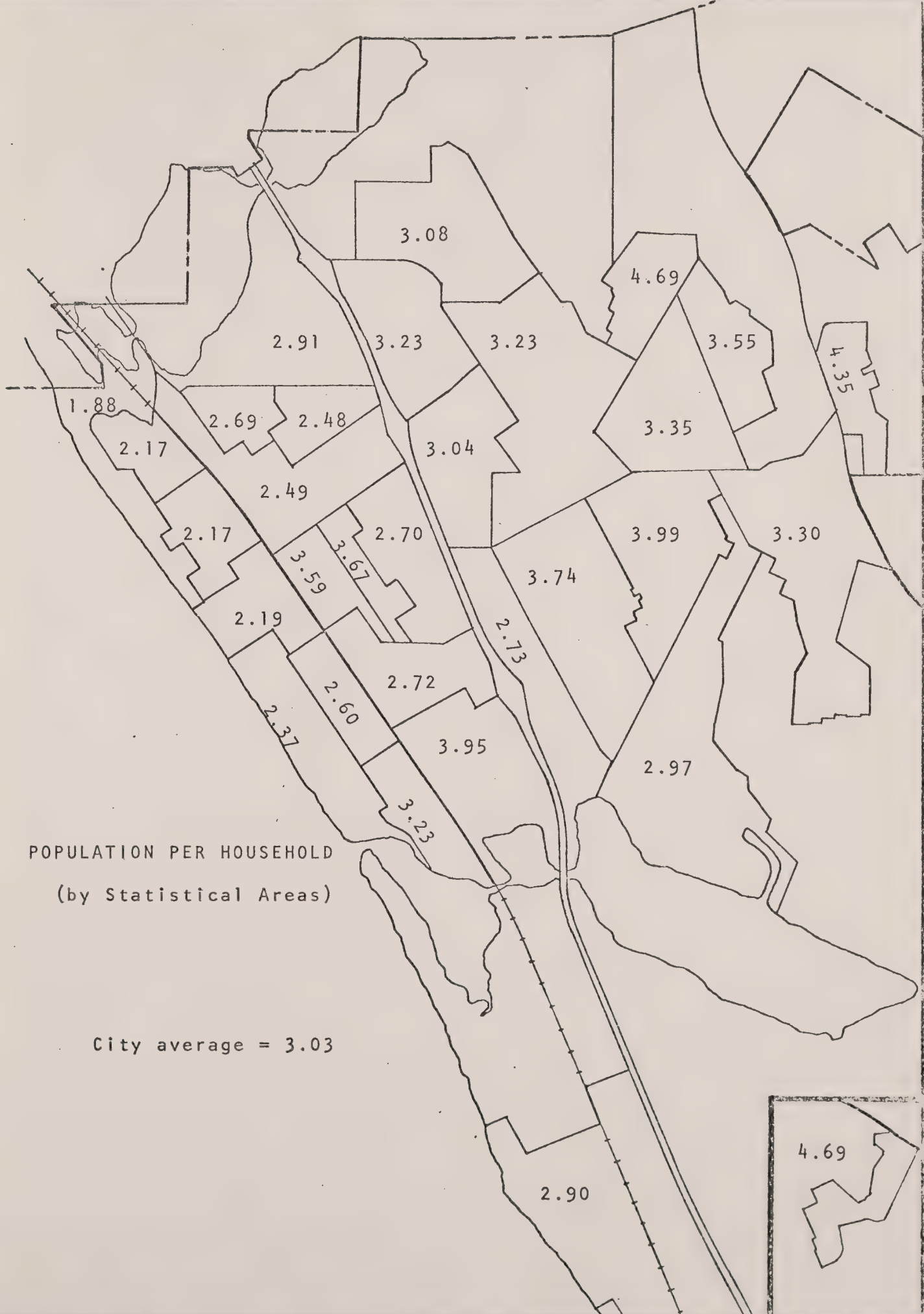


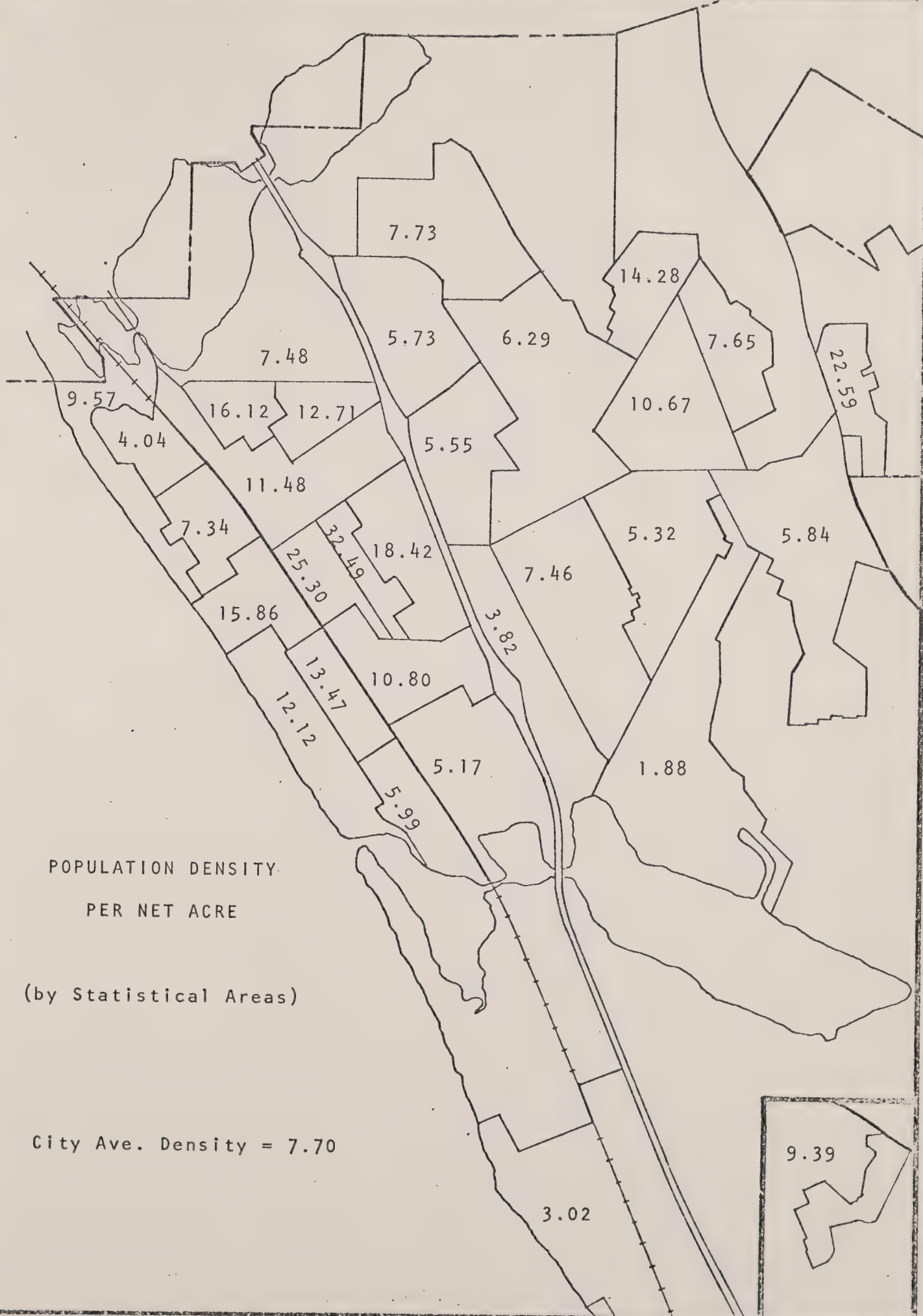


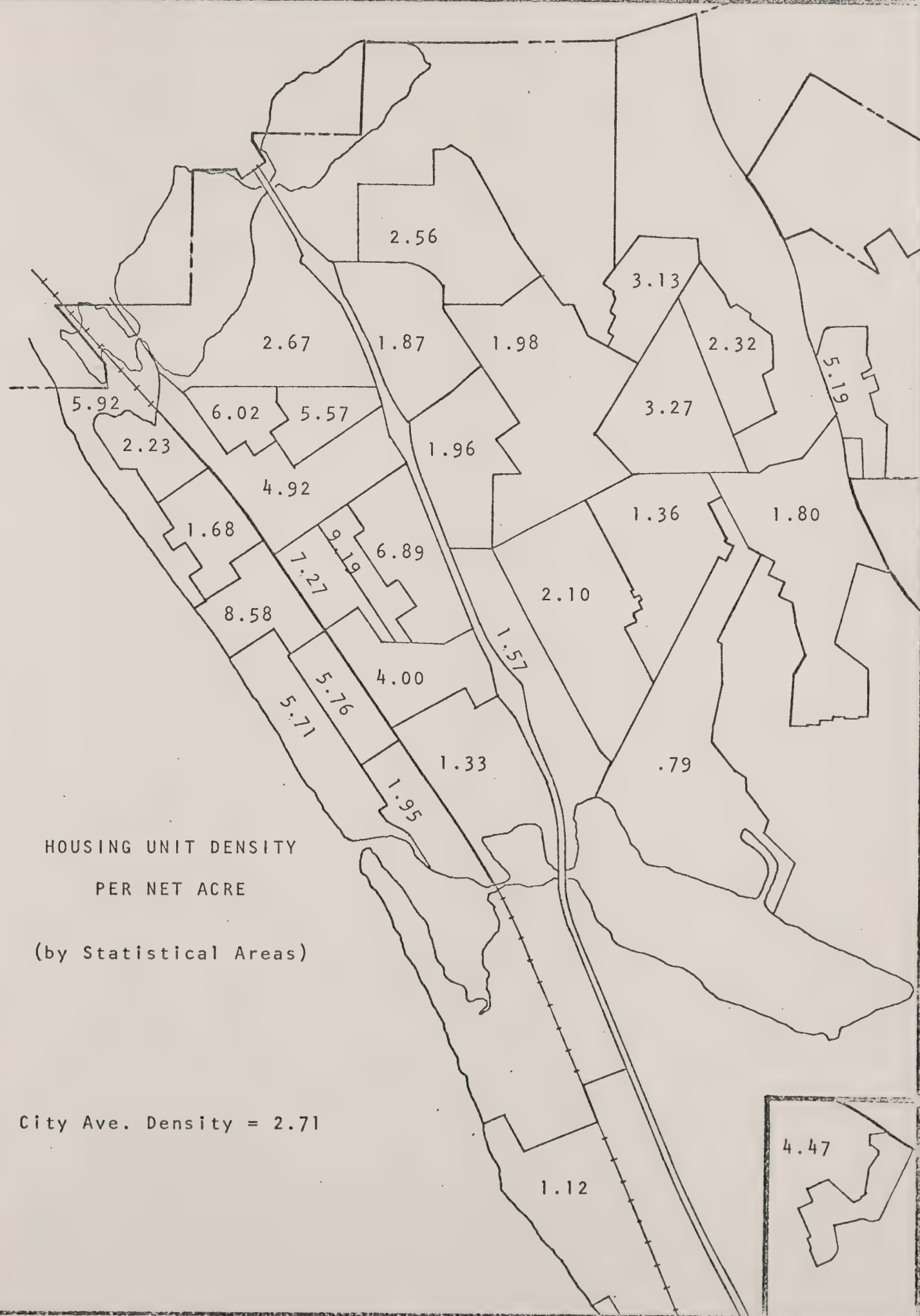
PERCENT OF PRINCIPAL
FAMILY WAGE EARNERS
WORKING IN CARLSBAD
(by Statistical Areas)

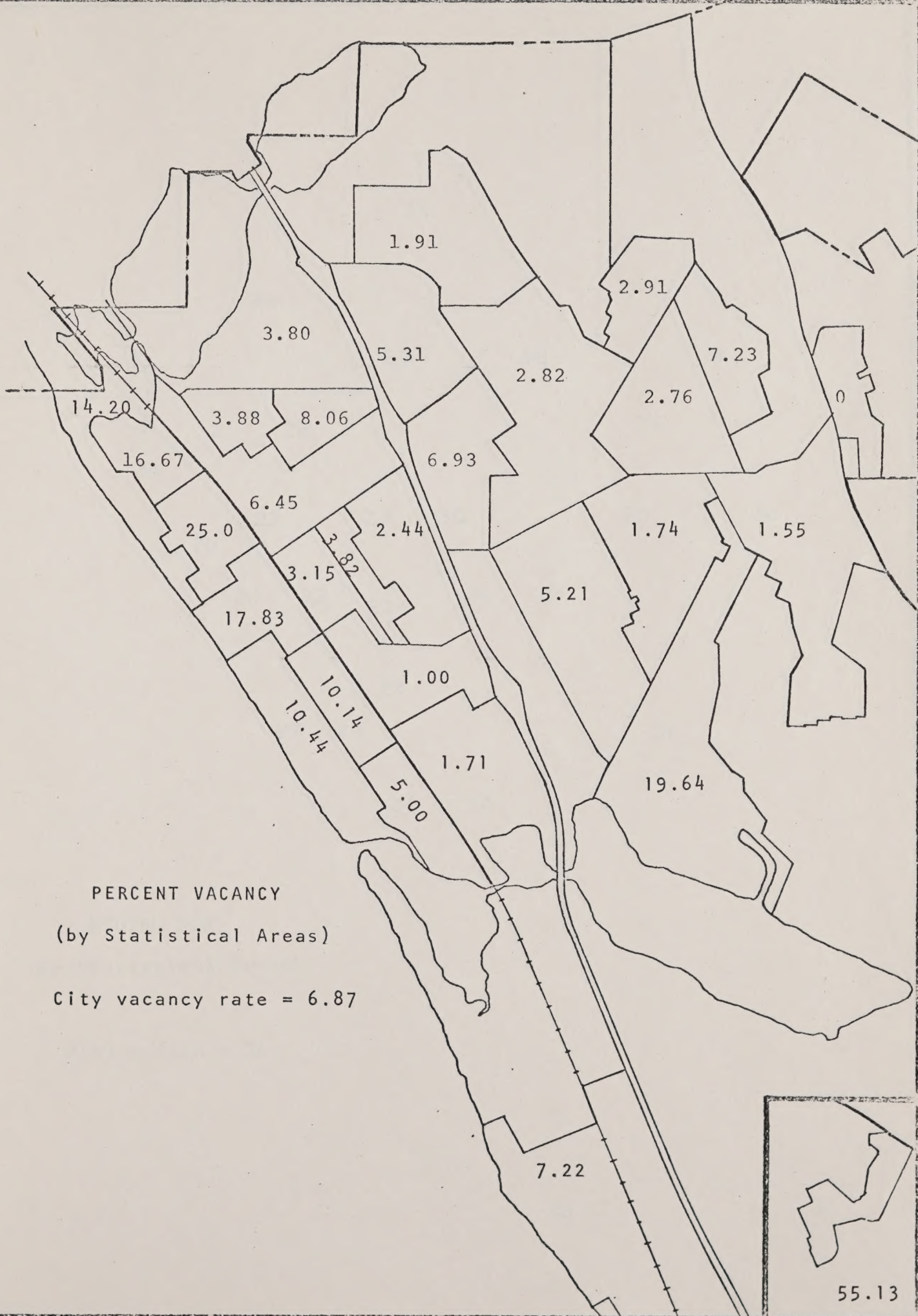
Percent of City = 30.05



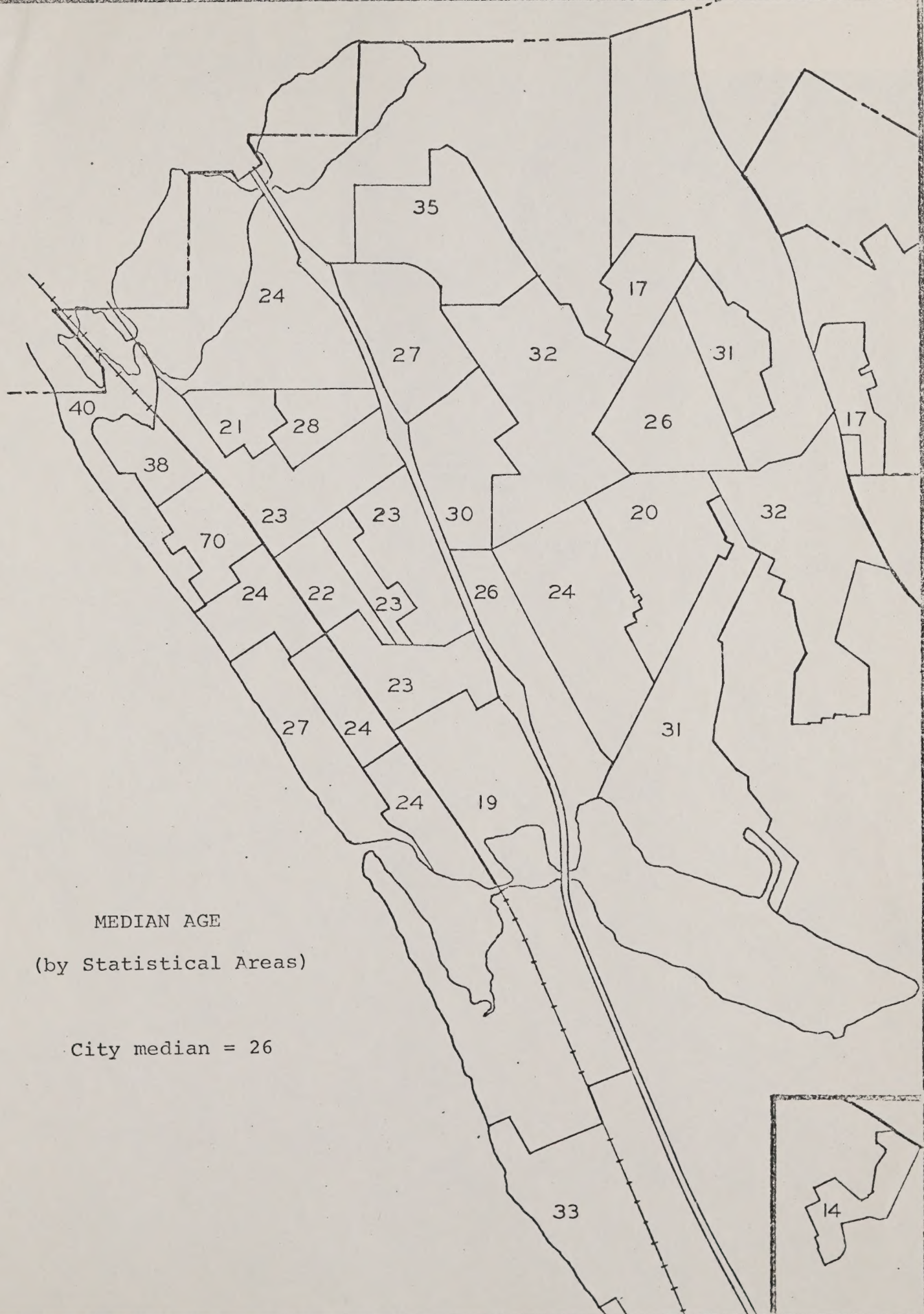












U.C. BERKELEY LIBRARIES



C124918490